

CURRICULUM PLANNING

THROUGH IN-SERVICE PROGRAMS

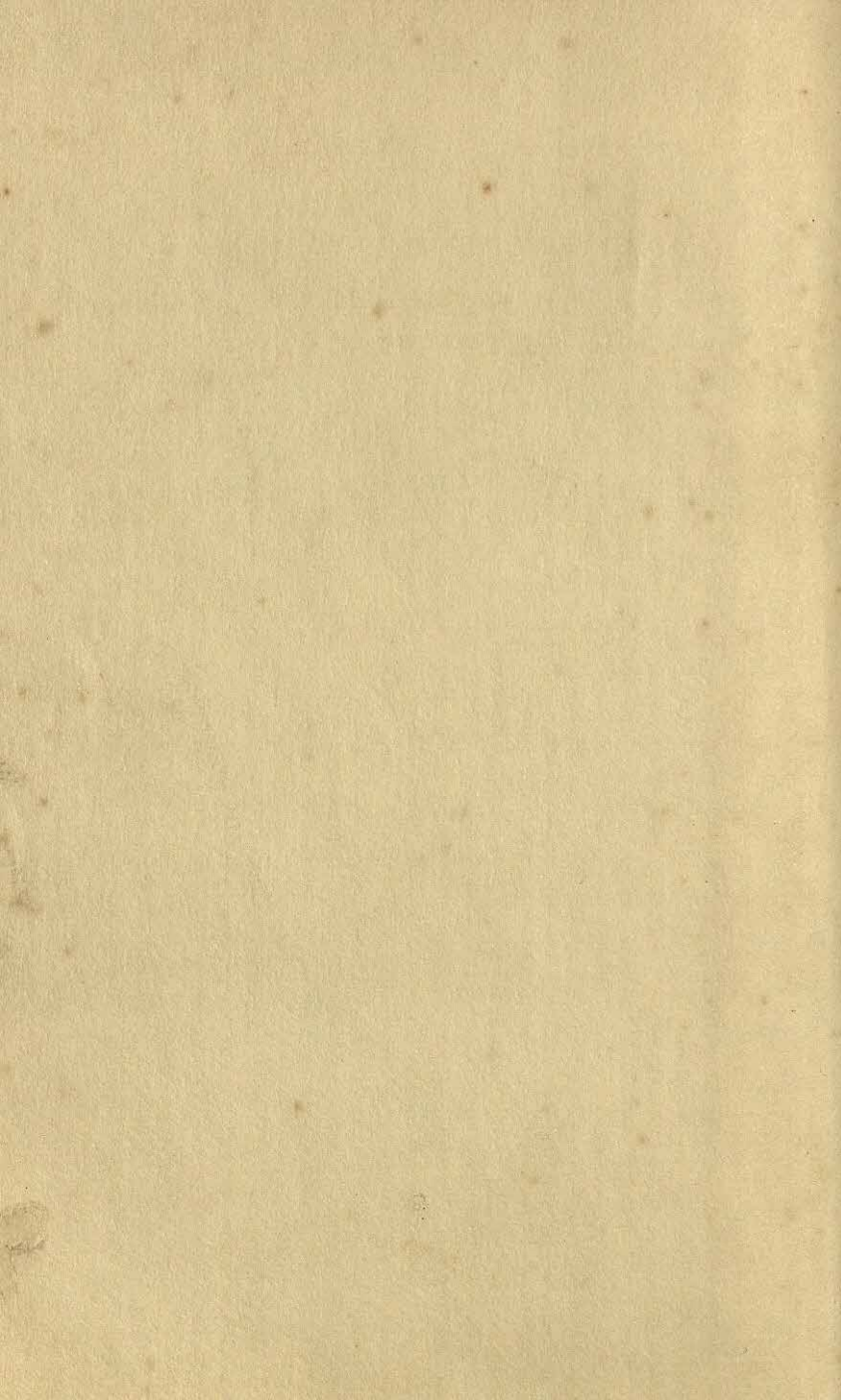
HAROLD SPEARS



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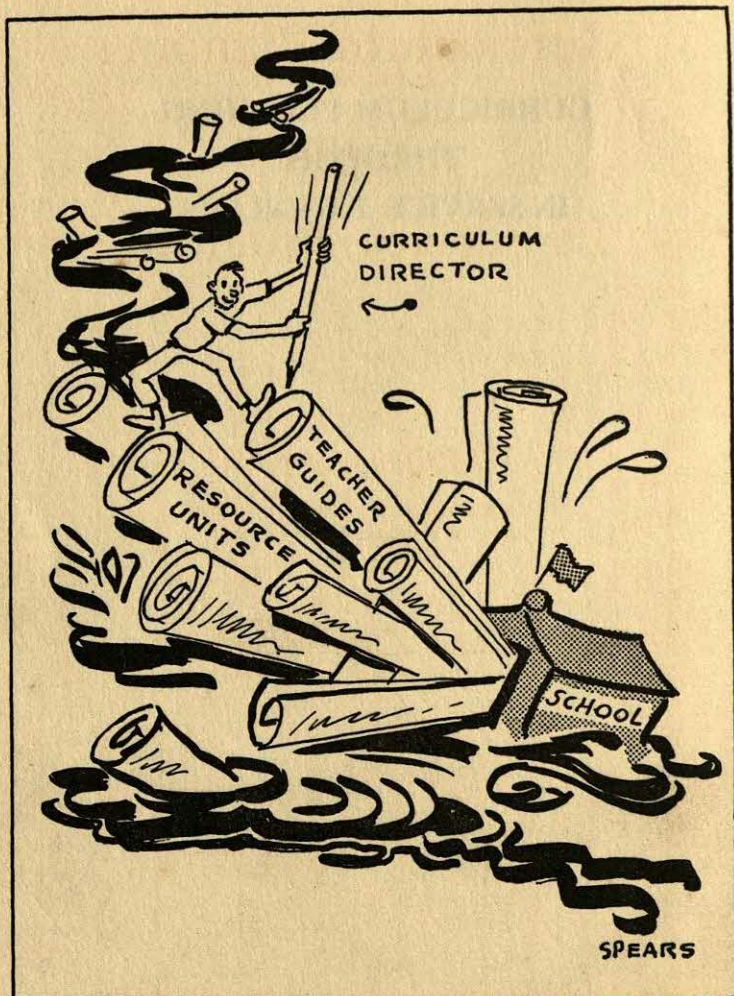
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**CURRICULUM PLANNING
THROUGH
IN-SERVICE PROGRAMS**





BEWARE OF A LOG JAM

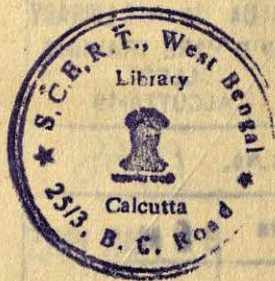
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Curriculum Planning
Through
In-Service Programs

by

HAROLD SPEARS

*Superintendent of Public Schools
San Francisco, California*

Illustrated by the Author



Englewood Cliffs, N. J.
PRENTICE-HALL, INC.

PRENTICE-HALL EDUCATION SERIES

HAROLD SPEARS, *Editor*

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First printing June, 1957
Second printing October, 1958
Third printing January, 1960
Fourth printing August, 1960

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BOOKS BY HAROLD SPENCER

THE HISTORY OF THE UNITED STATES OF AMERICA

THE UNITED STATES AND THE WORLD

To
Jen and the boys,
David and Stephen

THE HISTORY OF THE UNITED STATES OF AMERICA

THE UNITED STATES AND THE WORLD

THE UNITED STATES AND THE WORLD

THE UNITED STATES AND THE WORLD

BOOKS BY HAROLD SPEARS

IMPROVING THE SUPERVISION OF INSTRUCTION

THE TEACHER AND CURRICULUM PLANNING

PRINCIPLES OF TEACHING

THE HIGH SCHOOL FOR TODAY

SOME PRINCIPLES OF TEACHING

SECONDARY EDUCATION IN AMERICAN LIFE

THE EMERGING HIGH SCHOOL CURRICULUM

HIGH SCHOOL JOURNALISM

EXPERIENCES IN BUILDING A CURRICULUM

PREFACE

THIS BOOK GREW OUT OF A DESIRE TO GO INTO VARIOUS SCHOOL systems to see what they are doing in the way of in-service education of teachers and staff. Its method is to describe the proceedings and allow the programs to speak for themselves rather than to discuss them from the writer's viewpoint, which would be influenced by his own background and possible prejudices. Behind the book there is no thesis to support, no dogma to expound. The impetus for it has been the realization that at some time within recent years curriculum planning and in-service training were wedded and that an account of the honeymoon would be worth reporting. Actually, the honeymoon has never ended, for teachers and administrators are constantly at work both before and after school hours studying the methods of instruction.

The in-service movement is not necessarily an exciting subject; rather, it is an impressive one, because of the great number of teachers involved, the sincere intensity of their effort, and the wholesome promise of the thing. Also, there is nothing particularly controversial about it; it is a steady, plodding movement, enlisting a significantly greater percentage of the total teaching staff than straight curriculum reorganization ever did or could enlist.

In-service education is based on the idea that teachers should grow on the job and that, since the idea is sound,

no teacher should be deprived of the opportunity to participate in the program. The purpose of curriculum planning alone is improvement of the instructional program proper. In-service education, in its need for something for teachers to grow on, took over curriculum planning as the means of satisfying this need.

In this book, care has been taken to show the specific organization for curriculum development and other in-service activities in the school systems treated. The statements and materials developed by the respective school systems reported herein represent choice examples—stimulating challenges to others who are seeking the road to instructional improvement.

The book opens with a consideration of the place of instruction in the operational scheme of things, moves into a second chapter dealing with the foundational aspects of in-service education proper, and then levels off through a series of chapters that stand as accounts of actual in-service study programs—here, there, and yonder, from coast to coast. It tapers off from these curriculum study programs with a look at related matters such as parent conferences and the orientation of new teachers; and it closes with a question or two about the limits of the in-service movement. The opening chapter is by intention broad, representing a glance at the public provision for education in general as it has emerged from the past. This is the setting for any in-service attempt to help teachers grow on the job.

It will be apparent to the reader that the author has followed a natural inclination to express some of his ideas in pictures rather than in words.

HAROLD SPEARS

CONTENTS

1. THE PERSISTENT SEARCH FOR BETTER INSTRUCTION	1
<i>The limited curriculum of yesterday—The changing conception of the public school—Educational demands of the public—The state buys a controlling interest—The intensified interest in education—Practical aspects of the current situation—The place of in-service programs</i>	
2. REFINEMENTS IN THE ORGANIZATION FOR CURRICULUM STUDY	31
<i>An example of the precision of diagnosis—Great expectations—The relationship of three movements: supervision, curriculum planning, and in-service education—State of transition—Words and experience in curriculum study—Education a matter of time and place—A few simple in-service principles—Local focus</i>	
3. AN IN-SERVICE PROGRAM BORN WITH A SCHOOL SYSTEM	55
<i>The organization of the schools—The Oak Ridge educational program—Statement of philosophy—In-service activities—Provision for in-service development—Second year follow-up—Self-direction replaces supervision—Teacher-directed</i>	

study—The administrative council—Continuous change in plan—The participation of parents—In-service effectiveness

4. A LOGICAL ORGANIZATION FOR CURRICULUM PLANNING 86

The steering committee, its principles and procedures—The curriculum office—Curriculum resource teachers—Curriculum bulletins—The guiding point of view

5. THE STORY OF ONE YEAR'S IN-SERVICE STUDY . 106

The setting of the schools—Establishing the goals—ASCD study group procedures—Progress through the school year—Stimulation of the program—Working from philosophy to objectives—Closing the year's work

6. A SMALL CITY FOLLOWS THE COMMITTEE APPROACH 130

Emphasis on growth—The approach to the school study program—The work of the early curriculum committees—After two years of study—Extension of the study program—Citizens committee on the elementary curriculum—The leadership role

7. PROVIDING A MULTITUDE OF STUDY INTERESTS . 154

The first period of curriculum planning—Curriculum study activities—College consultants—

The transition period—Instructional problems census—Teachers' response to the survey—Organizing for the years ahead—The administrative council—Looking back and looking ahead

8. SECURING MAXIMUM TEACHER PARTICIPATION . 178

The Mesa approach—Duties of the curriculum director—Horizontal study of the instructional program—Teaching guides developed—A continuing program—Recent practices in Mesa—The Chattanooga story—The grass-roots approach—Work of the curriculum steering committee—The principal as leader—Working arrangements—Problems of instruction—A common approach

9. PARENT CONFERENCES TAKE ON POPULARITY . 206

The question of reporting to the home—Working toward conferences in St. Paul—Helping teachers prepare for conferences—Superintendent's foreword—Communicating with parents—The teacher and the group conference—Desired outcomes and evaluation—The teacher and the individual conference—Suggested conference techniques—Suggested subject matter suitable for discussion—Suggestions for keeping the conference moving smoothly—Evaluation of the conference—The Oak Ridge guide to successful conferences

10. PREPARING SUGGESTIONS FOR PARENT CONFER-
ENCES 231

The Battle Creek approach—Purposes and values of conferences—Announcing and scheduling conferences—Advanced planning by the teacher—Keeping records—Suggestions in Missoula—Setting the stage for the conference—The choice of reporting systems—Some simple principles

11. THE IN-SERVICE ORIENTATION OF THE NEW
TEACHERS 256

The Dallas story—The Green Bay story—The Milwaukee story—The in-service training of new teachers—The provision of personal services—Orientation of new teachers in Tucson—The provision of in-service training—The orientation load

12. SCHOOLS EXPRESS THEIR SINCERITY OF PURPOSE 275

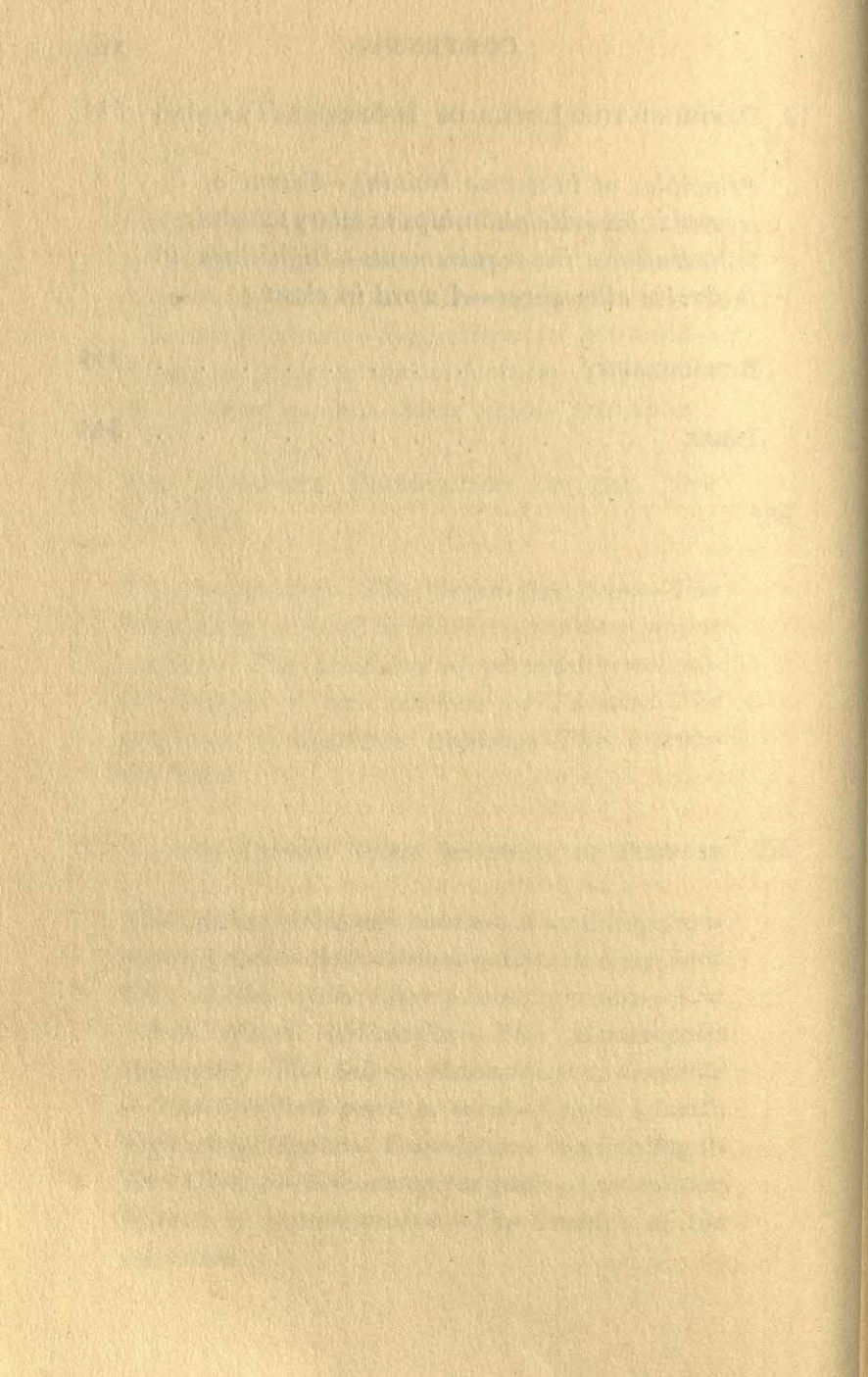
The teacher's visionary course—A sampling from coast to coast—Basic considerations in New York City—Beliefs of the Cherry Street teachers—The Terre Haute philosophy—The Minneapolis statement—The Salem, Massachusetts, directive—The Stratford point of view—Grand Island's high school charter—Foundations of schooling in East Orange—The search for goals—Committees should be representative—The breadth of the objective

13. DEFINING THE LIMITS OF IN-SERVICE TRAINING 314

Principles of in-service training—Extent of in-service study—Relationships to salary schedule—Substitutions in requirements—Difficulties in in-service allowances—A word in closing

BIBLIOGRAPHY 335

INDEX 343



I

THE PERSISTENT SEARCH FOR BETTER INSTRUCTION

IN-SERVICE EDUCATION AND CURRICULUM PLANNING ARE IN danger of being oversimplified. They do not represent study committees, workshops, in-service credits, or teaching guides. In-service programs are but symptoms of something happening beneath the instructional surface. They reflect an interest in educational study and advancement which is as old as the American school system itself.

It is true that within our time there have sprouted up all over this pedagogical land of ours a miscellany of teacher study programs known generally as curriculum development or as in-service training. But a discussion of this flowering mass does not begin with an examination of the programs that have thrust themselves into view in their respective community gardens. Rather, it begins beneath the surface, with the basic ingredients of the American democratic soil—the soil that nourishes the instructional roots of our schools and affords them support and security. Current curriculum development has its foundations not in the passing notions of a study committee, but in the steady progress of the American school system from its beginnings.

Before examining the in-service programs themselves, it is well to devote this introductory chapter to their relationships with the longer school movement from which the present spirit of teachers and schools has emerged.

THE LIMITED CURRICULUM OF YESTERDAY

The 300-year story of American public education, with its many facets, is a fascinating one. It includes its Horatio Alger chapters, but in the main it is no rags-to-riches account, for the current installment still carries the hope and the search for better schools to come. From the beginning, the story has recorded two parallel drives: (1) the persistent search for the perfect instructional program, and (2) the relentless struggle for adequate financial support. Although both goals will always keep their distance somewhere just over the horizon, the national progress to date reveals a systematic advancement from the days when it was considered by public and profession alike that just about anybody could "keep school" and that it didn't matter much where he kept it.

Those were the days when the teacher "boarded 'round" among the families whose children were in school, when the curriculum represented a somewhat careless combination of rod, slate, and text, and when the school's public relations program consisted of the box supper and the spelling bee.

Self-Sufficiency of the Home

The adequacy of the narrow school curriculum of fifty years ago reflected the self-sufficiency of the well-knit family unit, a veritable closed corporation where children matured naturally as apprentices to their elders in the en-

gaging activities of the home, the farm, and the father's shop or store. For children the home was a diversified laboratory, cluttered up not only with challenging things to do but also with aunts and uncles as well as parents and grandparents who were always ready to demonstrate how to do them. There was plenty of time, for nobody was going any place in particular, and there wasn't any convenient way to get there if they were.

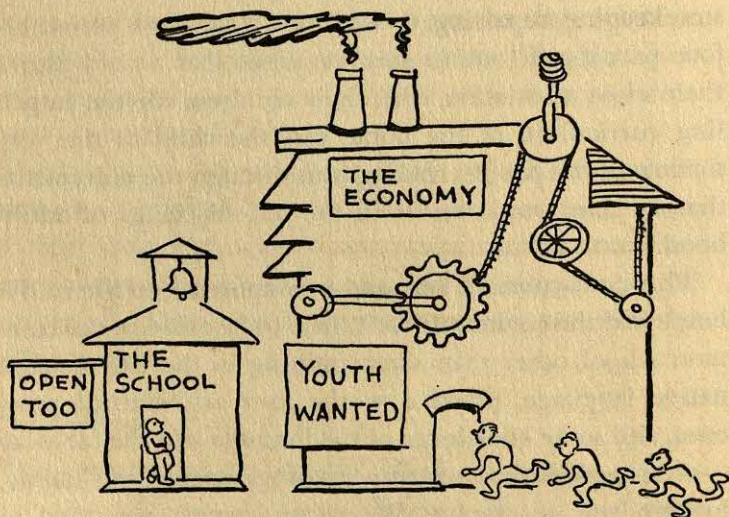
Limitations in both transportation and society's view of the woman's place in community affairs left mother with time for training her daughter in the home arts and the social graces. The daughter's apprenticeship by the side of her mother in cooking, sewing, trading, budgeting, and homemaking in general was matched by the son's close partnership with his father in keeping up the home place and carrying out the family occupation, be it farming, storekeeping, repairing, or what-not. It was the period before parents set out to seek activities that would assure them close association with their children, for the impelling curriculum of the home cast the child as the very shadow of the parent, leading him through the movements that in time would result in the self-sufficiency of adulthood.

This do-it-yourself, here-and-now approach to life in the home and the community left little to be asked of the common school other than some training in the use of one's native language, practice in the four arithmetical processes, and some knowledge of the long-ago and the far-away—or, in pedagogical parlance, reading, writing, arithmetic, history, and geography. We sat and wrote, we stood to read, and we ciphered down. We not only learned the capitals of the countries and the states, but also the county

seats of all the counties. We bounded the countries, we bounded the states, and when we ran out of states we bounded the counties. Add to this program a little singing of the old favorites and a little practice in drawing vases of goldenrod and pussy willows, and you had an education.

Economic Factors in the School Situation

The school was a limited school, limited in breadth of curriculum by the extensive training in the home and in its terminal extension by the community's early absorption of youth into a position of production and economic self-sufficiency. Even the limited length of the school year reflected this pressure of the importance of the child's out-of-school affairs. School was something to round out a child's busy life, not something to dominate it. And, con-

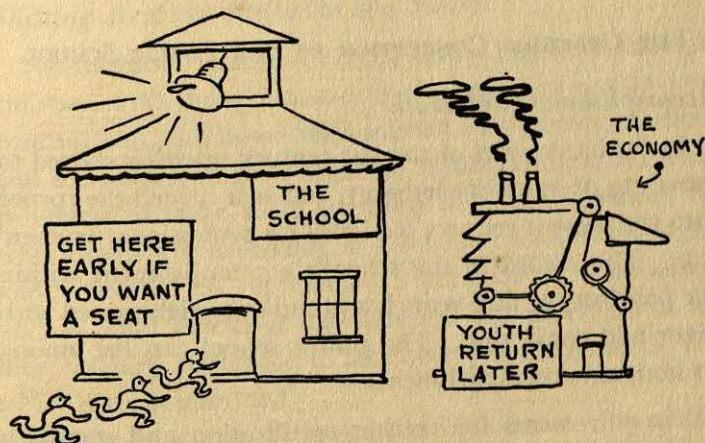


CASE OF THE TEENAGERS—THEN

sequently, up to thirty or forty years ago, the nature of the school curriculum was neither a problem nor a subject of controversy.

Low Cost of Early Schools

School support early in this century presented no particular problem, since only a small portion of the children were in attendance, the respective states not yet having committed themselves to the doctrine of compulsory education for children up to age sixteen or eighteen. Finding one's place in the national economy was not yet dependent upon a long attendance in school. With the exception of those who were going into the professions, the path to adult security did not lead up a graded school ladder to a program of higher education. If a youth did not care to take over the ready-made jobs awaiting him at an early age in his local community, he was not forced into a pro-



—AND NOW

gram of books. Instead, the trail of promise led Westward along what seemed to be a never-ending frontier of government homesteads and little gray homes in the west.

And school support presented no problem for another reason. Teachers' salaries were so low that they were matched only by the low level of the training for the work. As long as those who kept school made little or no investment in teaching, it was a certainty that the supporting community would make little investment in the enterprise.

The ways of instruction presented no great problem, since a person's ability to teach was commonly taken for granted with his willingness to do so. Once on the job the teacher received little help, and the inability to control the scholars was about the only thing that would come to the attention of the trustee to mark the teacher as unfit to retain his position. Tenure and retirement were not yet a part of the teacher's vocabulary.

THE CHANGING CONCEPTION OF THE PUBLIC SCHOOL

Accomplishments of Note

In the latter years of the last century teaching started to move out of its earlier lethargy, and as it turned the corner into the present century it picked up professional momentum. The record of the school's accomplishment within the past forty or fifty years is a proud one, highlighted with vigor and conviction. The public school can list among its honored accomplishments—

requirements for teacher certification and standards
for school buildings,

class size limitations and proven instructional procedures,
codes of ethics and tested instructional materials,
instruments to help evaluate pupil progress and schedules for determining salaries,
organized parent participation and proven techniques of administrative and supervisory leadership,
teachers associations to study the welfare of the pupil and to work for the welfare of the profession as a whole.

The story tells of the elevation of teaching to a respectable profession and of the teacher to the level of first-class citizen. It is true that the story contains chapters both of practice and of promise. But advancements have been made, and those of the states in the vanguard are most significant.

Shifting Responsibilities to the School

As American society advanced into a highly technological state, with the specialization of occupation as a natural concomitant, the home relinquished its diversity of effort and the schools in turn began to expand and extend their programs to make room for these displaced services. To what extent this expansion of the school both horizontally and vertically has represented a mandate of our society, and to what extent it has reflected the eagerness of an alert teaching profession to take over a bankrupt stock, has never been determined.

Exactly what should have been included in the school program and exactly what should have been left out

—regardless of society's inability to handle these matters in the home or elsewhere in the community—will never be completely agreed upon. In fact, it continues to furnish states and local communities with food for controversy. As one state legislature or local board of education enthusiastically provides funds for this or that facet of the educational program, another will follow just as enthusiastically with an investigation of the same offering. Although at times a bit disconcerting to school administration, there is something mighty wholesome about these honest differences of opinion.

In spite of differences of opinion as to what to teach, faith in organized schooling has teamed-up with a realistic view of the labor market to push compulsory attendance to age sixteen in most states and eighteen in a few. The varied accounts in a typical budget of a large school system attest to the acceptance of a broadened and extended conception of education.

Expansion Both Upward and Downward

The common school, which such a short time ago represented grades one through eight, expanded in all directions. As it gave breadth to its curriculum at any particular level, it likewise grew vertically. It pushed upward through a common secondary school program and, in the case of California, into a thirteenth and fourteenth grade junior college program. The nearly seventy public junior colleges in California enroll more students than all public junior colleges in the other forty-seven states combined, representing an example of the divergence in state interpretations of the function of a public school system. And

as medicine has extended life expectancy for adults, and our economy has shortened the workweek, education has followed with organized classes to take up the slack for the adults. Adult education is a contagious movement expanding almost too rapidly to classify and describe.

At the same time that the school moved upward, it pushed downward below grade one to include kindergarten education and in some instances nursery education. To this expanded common school has also been added a diversity of supplementary educational services. Today, once the young child has toddled into a schoolhouse in a state such as California, he can just about continue going to school at public expense throughout life until St. Peter is ready to take over his post-graduate program. The faith of America in organized schooling is almost unbounded.

EDUCATIONAL DEMANDS OF THE PUBLIC

It is only within our time that American society has demanded so much of her schools—has placed upon them the mandate to be all things educationally to all people. The diversified program of a large school system reflects such basic public intentions as these:

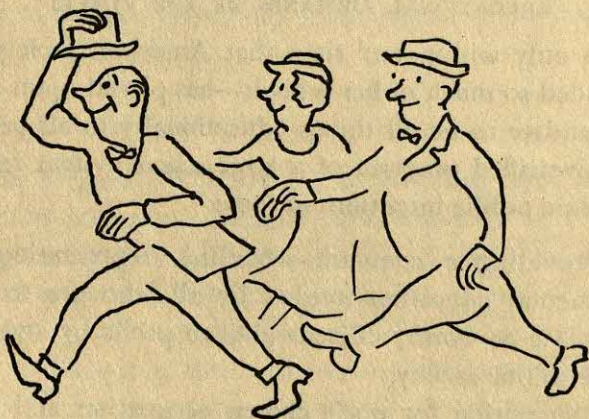
1. Providing a common schooling, representing the fundamental education needed by all who are to take their place as worthy citizens able to profit by and contribute to our society.
2. Preparation for one's chosen occupation and guidance in selecting such endeavor.
3. Character training, with emphasis upon moral stability in the face of possible unsettled conditions in the students' out-of-school life.

4. The care of young children whose working parents cannot otherwise provide them adequate daytime supervision.

5. Providing worthwhile supplementary study and do-it-yourself activities for those adults who seek an outlet for their leisure time and a worthy challenge to their interests.

6. A recreational program for boys and girls to supplement the regular school day and a recreational-educational program to supplement the regular school year.

And by the determination of functions, let it not be implied that there is agreement upon the programs or the offerings that would satisfy the respective functions. Both in method and in offering, the curriculum is a topic of expanding interest to laymen as well as professionals.



SPEARS

READY PARENTS

Parents are always ready to come to the school to talk about the program.

Elementary School Requirements

It is obvious that American society has altered drastically its original objective of a public school system—namely, that of seeing that each child secures a common schooling or basic education in keeping with his American birthright. The variegated school program reflects not only professional opinions about schooling, but those of the public as well. For instance, the people of California, through their state government, have quite specifically established the curriculum of the elementary school in this section of the school code:

Section 10302. The course of study in the elementary schools shall include instruction in the following prescribed branches in the several grades in which each is required pursuant to this article: (a) reading, (b) writing, (c) spelling, (d) language study, (e) arithmetic, (f) geography, (g) history of the United States and of California, (h) civics, including a study of the Declaration of Independence and of the Constitution of the United States, (i) music, (j) art, (k) training for healthful living, (l) morals and manners, and such other studies not to exceed three as may be prescribed by the board of education of the city, county, or city and county.

Demands upon the High School

Any school represents a fine balance between the cultural pressure and the impact of social and economic conditions of the moment. If this were not so we could never

reconcile teaching driver-education in one classroom and Latin in the next, or teaching side by side the beauty of Shakespeare and the evil of narcotics, or teaching a student to recognize both a gerund and a generator. And while in one period the student receives help in repairing the weak construction of a complex sentence, in another he can receive help in repairing the weak construction of a complex relationship with his associates.

Without a doubt, the American public demands a high school that is built around the solid core of such fundamental studies as English, history, civics, science, mathematics, and foreign languages. But that same public by legislation has also demanded training in such areas as morals and manners, the evils of alcohol and narcotics, and driving an automobile. Practically every state in the Union requires physical training to parallel the education of the mind, the daily physical education period having taken its place beside the earlier "solids." And accepted for some years as essential departments of a comprehensive high school are commerce, home economics, industrial and vocational arts, agriculture, music, and art.

The program maker faces a real dilemma in scheduling all that is asked of the school. As he helps a student with the problem of choosing the right course from the many offerings, he may find solace in the fact that Benjamin Franklin faced a similar problem as far back as two hundred years ago. When he founded the first academy in Philadelphia, in 1751, Franklin tried to resolve the secondary school curriculum problem with this statement:

As to their studies it would be well if they could be taught everything that is useful, and everything that is ornamental. But art is long and their time is short. It is

therefore proposed, that they learn those things that are likely to be most useful and more ornamental; regard being had to the several professions for which they are intended.

And apparently ever since, America has been searching for this happy program combination of the most useful and the more ornamental for her secondary school youth. School people should never place themselves in the position of defending the exact scope of the educational undertaking at the moment as though this total school edifice were solely of their own making, or solely within their province to change. Educators may be the keepers of the castle but they were not the sole artisans. Education in America is a public concept, not merely a professional one.

A public school is a cultural investment of society, and the individual efforts of the staff are but the extension of the work of those who have gone before. It behooves them to study continuously the returns upon this investment and to report to what extent each portion of the program is coming up to the original expectations of the public. They must guard against any single feature of the total school enterprise becoming a vested interest of a particular segment of society or a particular portion of the entire school staff.

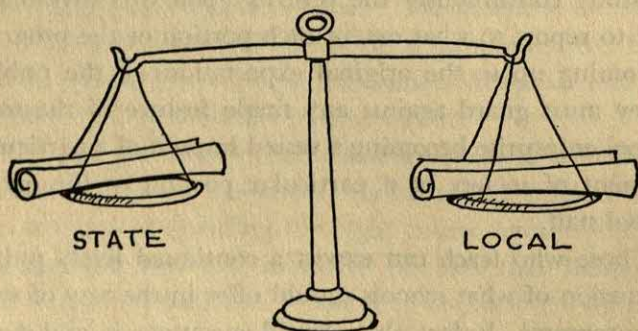
Those who teach can expect a continued lively public discussion of what schools should offer in the way of various programs. In fact, they should encourage it, and never look upon it as a threat to either personal or professional security. American society is constantly changing, any school district is constantly changing, and certainly schools should be flexible enough to roll with the social punches. As some school services and offerings give way to others, it

is natural for school personnel to take additional training where necessary.

THE STATE BUYS A CONTROLLING INTEREST

In this matter of determining the nature of a public school program, the relative positions of the state and the local school district are most interesting. By law, education is a state responsibility and by tradition a local province. In looking beyond the local community for financial support, there is the old fear among school people that with support may come control. It has always been difficult for man, either singly or in association, to disburse funds without attaching some authority to the operation.

In school matters a number of states are good providers and make state funds available for a wide variety of edu-



cational programs and services. Through such action a state is in a real sense taking a stand as to what a school program should be. For a state to appropriate school funds means for it to go on record as to what is important. In

turn, it is very easy for a local school district to accept the idea of the program along with the support.

Does this in time engender lethargy on the part of the local district in respect to the determination of what comprises a balanced school program? If so, local school districts then tend to shift responsibility to state government in educational matters, support having brought with it hidden control. When state support is offered for this or that, it is most difficult for a local school district to say, "Thanks for the offer, but that's not what we think education should be."

State control is noticed in appropriations for special classes such as those for the mentally handicapped, or in situations such as that which exists in California, where extra state funds are available only if the local district complies with regulations that (1) class membership be limited to pupils with intelligent quotients no greater than 75, and (2) class enrollment be limited to sixteen or eighteen pupils.

In the case of the state supplying textbooks or the funds for such, state selection of such books usually follows, with financial penalties implied if local exception is made to the state standard.

THE INTENSIFIED INTEREST IN EDUCATION

The Continued Search for Better Ways of Teaching

The wholesome public discussion of what we should teach is matched with the ever-popular discussion of how we should teach it. It was natural that as the profession advanced its study and research into methodology, changes in classroom procedure would be noticeable. Continuous

study of one's work is now taken for granted, and in-service credits are now standard equipment for any teacher. Graduate study and research in the field of teaching bring knowledge, understanding, and, consequently, altered school procedures, just as graduate study and research in medicine bring altered medical procedures. For instance, the teaching of reading has improved noticeably during the past quarter-century, just as has the treatment of pneumonia, as attested to by the results achieved in both fields. In neither case was the objective changed, only the techniques of obtaining it. However, in our field, just as in medicine, persons will occasionally rise to expound methods that cannot withstand the penetrating light of true research or applied practice. And in turn they may receive the plaudits of those who seek a panacea.

Today, administrators and teachers operate under the close surveillance of a public that is highly interested in its investment in schools. The current interest in the public school, in both its financial support and its curriculum, is no mystery. It is the same interest that has been there since the early New England founding of the principle of public support and the idea that what is taught is the concern of the one who pays the bills.

Public Interest in Education

Mounting costs of school operation have also accounted for the current public concern about education. Citizens who had never given much thought to either what to teach or how to teach it may now show interest in both because of the continued increase in their tax bills. This is a natural and wholesome concern that places both the teacher and the administrator in the position of being

most articulate in their explanation of the work of the school. A new program often means new positions, and public scrutiny of such proposals touches both ends of the program—its nature and its cost.

When somebody speaks out against the schools our first inclination is to criticize the criticism, as though education possesses an immunity to inspection. Far better is it for us to know (1) what we are doing, (2) why we are doing it, and (3) that it is better than something else we might be doing, than for us to rush to the defense of our program as though it were a citadel sacred only to the keepers. It is just as cherished by the landlords, who at times have been known to dispossess the tenants.

For some years schools have cultivated public interest, and the open doors attest to a sincere effort to disabuse any notions of seclusion or stand-offishness on the part of teachers. Every parent or citizen who steps foot inside a school should feel that he is welcome and in turn should catch from school personnel a feeling of confidence and enthusiasm in what is going on. Certainly school teachers and administrators admit that there are still imperfections, that some children are having trouble with reading and foreign languages just as they may be with other things in their out-of-school lives, but school people are working at the job just as medicine is still conscientiously stalking the common cold. Schools continue to improve, and they are open to suggestions.

Growing Significance of Education

It is apparent that the public interest in education has been intensified with the ever-increasing significance of schooling in the social scheme of things. International un-

certainties, marked by alternating periods of open warfare and impending crises, lead both youth and their parents to expect more assurance from the schools. To the average parent, throughout the history of our country there has always existed the underlying American promise of a proper life to come for his children. Once the promise of automatic absorption into the economy of the local community was shaken, and once the hole-card possibility of a government homestead in the west was removed as a means of achieving economic status, then to the public school was shifted a much larger responsibility for youth's attainment of his stake in American democracy.

The governmental practice of offering parcels of land to the returning soldiers of earlier wars was replaced after World War II by a G. I. Bill of Rights that provided funds for a college education. Though fresh out of free land in the western states, America had on hand an ample stockpile of schooling for the G. I. who wanted to work at it. Education by law is a state responsibility, but the Federal Government has been purchasing it in large orders to pay off the birthrights of those youth who have served their country.

There is no indication that college enrollments will fall off. Since 1900, college-trained persons have increased 750 per cent while the population went up only 80 per cent. Although only 4 per cent of the 18- to 21-year age group were attending college in 1900, almost a third of that age group attends today.

The High School's Position

This shift in schooling to a position of greater and greater public significance has placed the high school in

an interesting position. Without asking for it, within our time the American high school has virtually been directed to keep all youth until graduation, as attested to by attendance laws. To school people, such education of all American youth is the greatest experiment in all educational history, but in the public mind it apparently has passed the experimental stage, so essential is an education to success in our complex society.

The Secondary School Curriculum

If a youth does not come off the school's production line with the proper finish, the high school is much more apt to be blamed than the idea itself. Whereas failure in high school, or even failure to attend, meant little earlier in this century in a youth's eventual community adjustment, today it carries so much significance that a good portion of the parents watch with anxiety their children's progress through the school. The successful advancement of a youth to the next level of his planned career may at times hinge upon a distinction as fine as the thin line between a C and a D which exists in a teacher's mind. Teachers must never underestimate the responsibility that they carry.

We can no longer defend a limited secondary school offering as though the school were an institution built for a group who have a selected interest and purpose in life. We must continue to offer a diversified program and at the same time be willing to report to the citizenry on any inabilities we have in carrying out the idea of compulsory high school attendance. It is one thing to deny a youth a useful place in society's economic scheme of things, but it is another to provide him a school program that he accepts as meaningful enough to absorb his attention. We should

never hesitate to try improvements, but when we try out new courses we must be just as ready to drop them from the curriculum if they don't live up to their original promise. The test is in the eating rather than in the cooking.

The benefits of a diversified high school program are not automatically assured with its provision. In fact, if they are not well controlled, the multitude of offerings may mean an educational loss to the student. Unless the offerings are well directed, he may meander down a three- or four-year cafeteria line, picking here and there, and finally arriving at the cash register with little to show for his investment. Schools in general realize the value of planned programs, the necessity for sound requirements at each grade level, and the necessity for control of electives which respects both the nature and the eventual destination of the student.

Emphasis upon Success

And at any grade level, the educational diet that demands the labor of concentrated chewing will stay with a person longer than that which has been watered down to a point of asking nothing of the consumer but a swallow. It is true that America has asked that we educate all American youth, but we must always distinguish between education and mere attendance.

In providing the pupil personal attention, it is generally considered that the elementary school has one advantage over the secondary school. This is the self-contained classroom, the plan of keeping a teacher with the same group throughout the day. In contrast, the high school teacher

handles five different classes, a different group coming in each period. Regardless of his desire, the teacher who has an average of 150 pupils daily indeed has difficulty matching the close personal attention that is possible in an elementary classroom. At both levels the challenge is not to lose the gifted in the mass operation. Teaching is a much more intricate process than merely assigning pages and hearing boys and girls recite them back.

A school person must remember that the American people have always worshiped success, and in turn have possessed a deep horror of failure, reflecting in no small part the continuous advancement that our nation has made since its meager beginnings. In the public mind, personal success is tied up to a degree with economic success and with position in the community; in turn, failure in these matters so often seems to reflect upon the person rather than upon conditions outside his province. General adversity, such as that which confronted the nation during the last depression, might be logically explained by economists, but it is beyond the general comprehension of the people as a whole. It does not fit into their devotion to success as the basic element of American civilization. Young people going through school will not succeed equally, but the teacher's job has always been that of helping each to succeed in accordance with the talents given him.

The public interest in education is further intensified by the premium now placed upon a proper education by the highly technical and socially complicated civilization to which we have advanced. International uncertainties, marked by alternating periods of open warfare and im-

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pending crises, lead youth and their parents to be more demanding of a school program that in nature and in time schedule reflects these uncertainties.

PRACTICAL ASPECTS OF THE CURRENT SITUATION

American schools have shared the success of the country as a whole. A knowledge of the history of American education is the awareness of a school development that is best described by the one word *progress*. To an extent, American schools have traveled with the currents of the times just as surely as have other institutions and other fields of endeavor. But progress is a law of nature, calling for decent and orderly advancement in school provision just as in the other social affairs of men. Any seemingly revolutionary school disturbances in our time—in either financial provision or instructional provision—most likely represented outbreaks against school situations in which normal progress in such matters had been retarded over a period of time. For instance, in the case of financial support, the overt act of a wholesale resignation of teachers because of inadequate salaries is conceivable only in a school district where salary provisions have lagged noticeably behind those in communities similar in social and economic background. And in the case of instructional provisions, changes that are received as revolutionary are most conceivable in a school system where a lack of normal instructional progress over the years would mark such change as something to fear.

As noted earlier, sustained effort in the advancement of American public education has continuously revealed itself as two movements, one representing the financial support of the program and the other representing the nature

of that program. As to the second concern, the curriculum, the account includes continued progress after a period that reflected the confusion of the philosophy of education, representing at times not only misunderstandings between lay and professional groups but between teacher groups themselves. As to the financial support, the account includes the conscientious attempt of the school staff to convince trustees of school needs and the combined efforts of both to convince the citizens in general. At times the school patrons move upon staff and trustee to demand certain services.

On the instructional side, the teachers' participation in professional associations organized to deal with the improvement of teaching procedures extends back into the past century, as typically attested by the recorded accounts of the National Education Association. And as schools have steadily advanced through the years, so have school budgets. Operational costs have gone up mainly because of four factors:

1. The increase in population.
2. The trend to educate an increasing percentage of the population and for a longer period of time.
3. The upgrading in the standards for teaching.
4. The increasing cost of living.
5. The addition of special school services.

Salary Policies

As salaries have gone up in accordance with the improvement in teacher training, so have we seen within our time noticeable changes in salary policies. As teachers left college thirty years ago, the securing of a position and the setting of a salary represented a bit of private bargaining,

the candidate putting on the line his conception of his value as a beginner and the superintendent judging the matter in light of the teacher market at the moment and the teacher stock on hand. This give-and-take approach to salary determination was considered highly ethical at the time, and raises were likewise often determined in this manner.

The idea of the bonus for exceptional service is not foreign to the American enterprise system, and American business has always made distinctions in the contributions of employees. With business men as typical members of Boards of Education, it has been natural for this point of view to have found practice in school affairs. However, school administrators have never received much satisfaction in individual bargaining, and have welcomed the trend toward standardization in salary policies.

Within the past twenty years the nation's school systems have swung over rapidly to the single salary schedule, a policy based on the principle of equal pay for equal experience and training. It has eliminated individual bargaining between teacher and superintendent and has substituted group bargaining, with the teachers sending their chosen representatives directly to the Board of Education with their salary requests. Teachers are no longer willing to leave to administration the statement of their case.

THE RELATIONSHIP OF INSTRUCTION TO SCHOOL SUPPORT

In turn, good salaries imply efficient and conscientious teaching and administration, and the greatest threat to a proper salary level is the inefficient classroom. Today, as working conditions move up in proportion to teaching standards, the weak classroom becomes the concern of the

teachers as a whole as well as of the administration. Since the single salary scale enables all teachers to share alike, there being no provision for financial recognition of differences in contribution, it stands to reason that the higher the average level of teaching performance of the whole group, the higher the financial level of the scale as a whole.

In-Service Training Is Popular

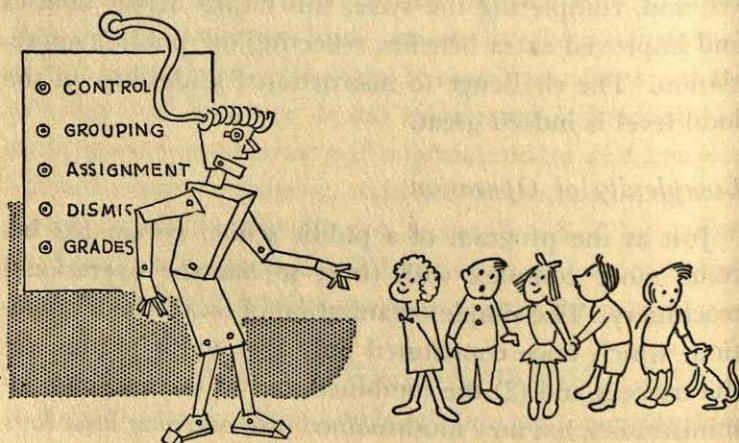
It is no wonder that curriculum planning through in-service training programs continues to take on such a position of prominence in school systems throughout the land. It is a chain reaction of events. As higher salaries and improved extra benefits are provided, they attract better teachers, who in turn are more interested in continued study on the job, and continued study means better teachers, and, completing the cycle, this means higher salaries and improved extra benefits, reflecting the public's appreciation. The challenge to instructional leadership on the local level is indeed great.

Complexity of Operation

Just as the program of a public school system has become more complex with time, so has the operational machinery. The simple organization of local school operation, which once constituted only two active parties, (1) the trustees and (2) the combined staff of teachers and administrators, has now mushroomed into one of at least four groups—the trustees, the teaching staff, the administration, and the parents. In their earnestness to study their work, trustees have formed their own state and national organizations. In the larger school districts, it is common

for teachers in their welfare movement to separate into as many as three or four active organizations. The parents' movement extends beyond local activity into state and national programs. To these operational parts of the somewhat complex school machine must be added in many communities the conscientious tax-reductionist group that senses the dangers of the mounting costs of community services.

This increase in the number of working cogs within the school organization reflects a wholesome interest in education, but at the same time it asks more of administration. School administration has long since passed the directive stage and entered that of co-operative leadership, the challenge being that of co-ordinating successfully the efforts of these honorable and worthy segments of the educational enterprise—namely, teachers, trustees, administrative and



NOT JUST A MECHANICAL PROCEDURE

supervisory staff, and parent and taxpaying groups. The successful operation of any school system demands a true refinement of the democratic process, not just on the part

of administration but on the part of all participants. Units within the system must never become competitive, since their functional effectiveness depends upon a true co-operative relationship. And the welfare of the child should never be caught in the meshing of the cogs. When differences arise, it is well to reconcile them in favor of the child, for his welfare is the one thing that all of the parties have in common.

Some Practical Relationships Between Curriculum and Support

The drive for adequate school support and the drive for a proper curriculum, although distinct in their outward natures, at heart bear a direct relationship, the former representing the means to the latter and securing justification from it. The major portion of a school budget—from two-thirds to three-fourths—represents salaries for personnel, especially teachers, and teachers in turn represent in essence the instructional program.

Any teacher who turns to the principles of teaching in an attempt to improve his own classroom procedures is sooner or later confronted with the stark realities of school support, for classroom procedures invariably have financial implications. In following the avowed respect for individuality among children, teachers and administrators in their grouping procedures are continually compromising with the practical provision of school funds. How small the class should be is at times answered through a knowledge of the budget rather than a knowledge of good classroom practice. The same is true in considering the purchase of instructional materials and in the provision of buildings.

In so many respects, instructional progress has been dependent upon increased support. Since the bulk of the typical school budget represents salaries, it is quite obvious to even the most inexperienced school superintendent or board member that a beeline to the salary account is the shortest distance between the desire and the means to keep down school costs. In turn, there are two choices once the salary account is tampered with, the first being the reduction in salaries and the other being the increase in class size. And it is well known that the most economical curriculum to provide is the straight academic program calling for a minimum of floor space per pupil and the least expensive equipment—basic texts.

Public education has not yet reached its majority. In both the financial and the instructional advancement it has always been necessary to fight to retain the advantages already won while at the same time seeking new positions ahead. In the one area there is always another annual budget to be approved, another school tax limit to be raised, and another bond issue to be passed. In the area of instructional advancement there is always the good classroom to be protected against deterioration at the same time that the poor one is being elevated into a position of normal production. Advancements in the instructional area, in both what to teach and how to teach it, have come no more easily than has school support.

THE PLACE OF IN-SERVICE PROGRAMS

The Danger of Trial-and-Error

Advancement from today's position cannot represent the hit-or-miss action that involves either financial or instruc-

tional loss due to the waste commonly attending trial-and-error. Above all, it has been shown time and time again, in both national educational movements and local school district action, that schools and school people must live by founded beliefs and proven principles if they are to make meaningful rather than confusing gestures in their movement toward either adequate school support or improved curriculum. Teachers' salaries, school buildings, pupil-teacher ratios, administrative help, length of the school calendar, and all the other isolated provisions of a school program mean little in themselves. They must reflect established principles of education which are known and felt by teacher, trustee, parent, and administrator alike—principles that act not only as a foundation for a school program but as a guiding code against which each new proposal can be measured.

The teacher who experiences a top salary schedule is just as deserving and as needful of supervisory leadership as the teacher in a system that has a low salary scale. The new building means little if the instructional program within violates the basic principles of good pedagogy. Although representing an invitation to better instruction, the small class in itself is no assurance that the teacher will take advantage of the opportunity to do an outstanding job. It must still be shown that the extra administrative position provided in the budget will bring educational returns on the investment. Every non-teaching position in a school system must be justified by its help to the teachers in the classroom. By its calendar alone it is not assured that the school system that prides itself in a 180-day school year will do as effective a job as its neighbor with a 175-day calendar.

Continued Study of the Job

Sound principles of procedure, although not readily available in guidebook form, are active in any school system—active in classroom and in mind. They become a common knowledge under enlightened administrative and supervisory leadership, as evidenced in what has been accomplished in outstanding school systems throughout the country. When followed, such principles assure a school system the utmost returns from such advantages as a good salary scale, good buildings, reasonably sized classes, sufficient administrative help, and an adequate school year. School administration, in making its accounting to the people, should give evidence of the continued search for better ways of teaching.

Essential to every school system is an organized program of in-service development for teachers and administrative staff. It is just as logical as the program of instruction for the pupils, it being impossible to conceive of pupil growth without teacher growth.

That in-service programs vary from school district to school district throughout the land is natural. There are no prescribed formulas or patterns. There is only a common ingredient—the desire to do a better job teaching this year than in the year past.

REFINEMENTS IN THE ORGANIZATION FOR CURRICULUM STUDY

THE PROBLEMS OF SCHOOL OPERATION ARE NEVER-ENDING. They range from the practical provision of enough classrooms and teachers to the more deliberate consideration of what to teach—how, to whom, and for how long.

Solutions are not easy to achieve, and so often they are no more than temporary. Only lately has this been fully appreciated in the area of instructional leadership. In curriculum discourse it is always easier—and consequently more common—to be more precise in the diagnosis of school operation than in the prescription for such operation. It is so much simpler to tell what is wrong than it is to outline the steps for improvement. It takes little skill to discuss the classroom in which learning is at a low ebb, but it takes real supervisory know-how to put such a segment of a school system on its instructional feet.

AN EXAMPLE OF THE PRECISION OF DIAGNOSIS

One of the outstanding examples of facility in the diagnosis of instructional shortages is the close accounting of

the secondary school which was well underway twenty-five years ago. Among the recorded symptoms of difficulty, soon accepted by the leadership in general in that field, are:

1. Such a great percentage of the high schools are so small that the breadth of the curriculum to be offered is limited by the correspondingly small number of teachers and pupils in such schools. As many as half of America's high schools employ no more than seven teachers.

2. Since at any one time the pupil's education is broken down into four, five, or six parts—such subjects being largely unrelated—his educational program does not represent an integrated effort on either his part or the part of the teachers serving him.

3. In the more academic areas of instruction, which make up approximately two-thirds of the average student's total high school program, there is a general absence of differentiation of instruction which would reflect differences of ability and potential accomplishment. Instead, reading assignments are generally uniform within a class, and course expectations are accordingly uniform.

In this field, almost any group of graduate students would agree upon this diagnosis, which was arrived at a quarter of a century ago. But agreement would end there and not extend beyond into prescription for corrective action. In fact, a list of corrective measures would be heavy with generalities reflecting ideals rather than things to do.

Educational leadership does not consist of learning the principles of good school operation and becoming proficient in reciting them. Instead, it consists of translating them into actual school procedures. In both elementary and secondary education, we are more deliberate today in

attacking known shortages such as those just listed than we were some years back when curriculum departments were suddenly set up somewhat in the spirit of exterminating stations.

GREAT EXPECTATIONS

As recently as fifteen or twenty years ago, curriculum improvement in a school system was looked upon as curriculum reorganization—with emphasis upon the reorganization. It represented a highly concentrated instructional house-cleaning. Something—something big—was supposed to happen in a hurry. Committees rushed in after the fashion of a crew of pest exterminators, leaving behind them sets of printed directives which represented guarantees that the rooms in question would be instructionally safe for years to come, providing the directions were followed.

To a high percentage of the teachers there was something downright frightening in this explosive approach to the thing, and as the curriculum committees swept through the various grades and subject departments, frustrated bystanders would clutch for dear life the pedagogical possessions that they had prized for so long, holding their breath until the storm had subsided or passed on.

Over-anxious Leadership

This early misconception of the job of curriculum planning as a shotgun procedure no doubt reflected in part the fact that it was the period of the wholesale establishment of the position of curriculum director. In system after system, with the first occupant's appointment came also the psychological urge to make an early attempt to justify

the creation. In a sense, the very appointment to the new post was considered in itself a mandate to do something—to make some changes in a hurry.

How much this was attributable to the curriculum directors themselves and how much to over-anxious superintendents who created the new positions, will never be determined. But the records of these first curriculum ventures tell a story of recklessness in getting the new machine on the instructional road. This new instructional investment signified that the existing curriculum was in a bad shape, and the new appointees accepted the challenge.

Many a newborn curriculum director, sitting at the feet of a campus leader more versed in the instructional weaknesses of the schools than in the intricacies of human relationships in developing new procedures, ran off to the curriculum fire without all of his equipment.

The Division of Effort

A second noticeable reason for earlier failures, and a matter that has been corrected in recent years, was the tendency in the beginning to establish the office of curriculum director independent of the already existing instructional improvement positions in a school system—namely, the supervisory positions.

At the time when the new curriculum position appeared, the typical plan of staff organization in school systems large enough to provide instructional leadership positions in the superintendent's office was one of (1) heads of the various departments, such as elementary and secondary, and (2) supervisors working out of these offices into the schools. In smaller systems the supervisors acted as the heads of their respective divisions.

When the curriculum position was first added to a school office, it was not subordinated to the existing department headships as an additional needed service to parallel the direct work of supervisors with teachers. Instead, it was created as a position outside the existing department headships and paralleling them. Thus the possibility of co-ordinating this new effort of instructional planning with those already existing was left to chance. The diagram that follows shows the situation under discussion.

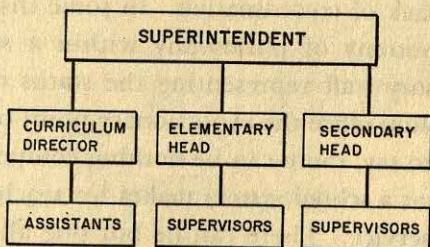


Figure 1. Typical staff organization plan used when the curriculum position was created.

It is to be noted that under these conditions the new curriculum program was launched as something separate and distinct from the existing supervisory program. This in turn accounts for the fact that the great majority of the first curriculum offices devoted themselves exclusively to the development of courses of study and teaching guides of one form or another. A second responsibility often taken over was that of selecting instructional materials, especially textbooks.

In a sense, this represented an over-emphasis upon the already existing fallacy that in instruction there can be made a sharp distinction between content and method.

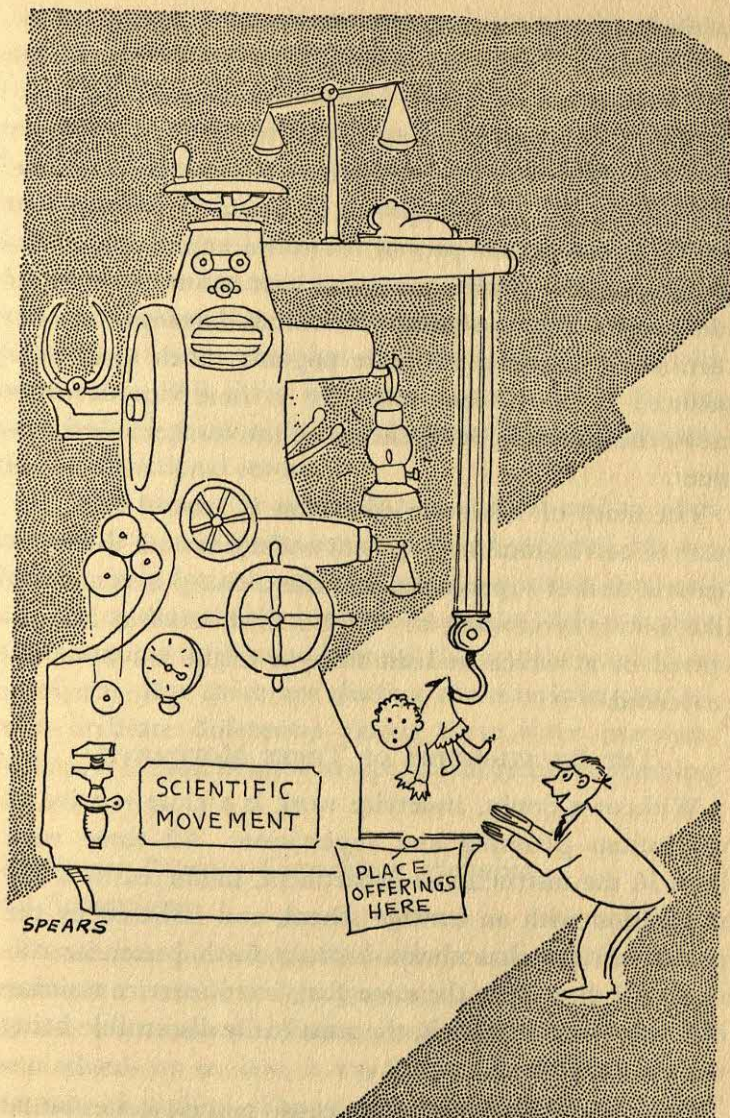
As the new curriculum office specialized in what was to be taught, the well-established supervisors continued to concentrate upon how it should be taught.

Naturally, in many school systems this gap in the structure for instructional leadership was never too apparent. The curriculum director would turn to supervisors and department heads for suggestions as to teachers to make up the curriculum study committees, and in turn supervisors might naturally sit in on such committees themselves. But behind the scenes was always the threat of divided allegiance and lack of co-ordination. In some instances there arose a dichotomy of philosophy within a school office, the supervisory staff representing the status quo and the new curriculum office the evolutionary point of view.

Needless to say, there can be nothing competitive in the provision that a school system makes for teachers and staff to grow in service. There can be but one allegiance in a program of instructional improvement, and it has nothing to do with staff positions or with the personnel holding them. The one allegiance asked of teachers and other staff alike is to the continued search for improved ways of teaching. And if the approach is too scientific, the pupil may be sacrificed in the movement.

Departmental Adjustments

Within the past ten years, curriculum planning has found firmer footing. Curriculum directors today have learned to live with their positions, the experience of their predecessors in office having been a most revealing influence. In turn, teachers have come to appreciate the fact that there need be nothing threatening in a program of



NO REASON TO SACRIFICE A CHILD IN THE PROCESS

curriculum improvement, that it represents instructional evolution rather than instructional revolution. Certainly no school system can profit from a new instructional program if it must come packaged with teacher insecurity.

The gradual shift in terminology is most revealing in noting this trend in the approach to instructional improvement. In the earlier period, the terms curriculum reorganization and curriculum experimentation were most common. Today the terms curriculum development and curriculum planning are more popular. Even more pronounced is the current reference to in-service development, the emphasis being shifted to the teacher's development.

The story of in-service education is crossed with the story of curriculum development and again with the more historic trail of supervision, and the crossing is something like a railway crossing at which a bad accident has occurred or at which at least many a fright has been experienced.

THE RELATIONSHIPS OF THREE MOVEMENTS¹

Without a doubt, in-service work is a close relative of curriculum planning and supervision. All three were born in the instructional department, mothered by a dissatisfaction with an average school, and fathered by the restlessness that has always brought forth better instruction. All three have the same goal, but in-service training differs in certain respects, the most easily discernible being the time difference.

¹ The section beginning here is taken directly from the author's parallel book, *Improving the Supervision of Instruction*, Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1953, pp. 349-352.

Supervision is the eldest. As a subject worthy of general discussion and study it was well established in the educational journals thirty-five years ago. It was likewise recognized as a worthy service in the local and state school budgets. Curriculum planning did not crash the title list in *Education Index* to any noticeable degree until after supervision was well accepted as a necessary school service. Appropriations for curriculum positions likewise came some years after those for supervisors. Only within the past ten or fifteen years has in-service training gained its prominence. All three programs or services bid for the same favored position, for the chance to act as administration's instructional leader.

To what extent in-service is a new idea, and to what extent it is merely a new term for an old program, has not yet been fully determined. Movements or trends in schooling, just as those in the history of a nation, defy complete interpretation until time permits them to be studied in retrospect. But there are distinct characteristics that already indicate differences among these three practices. Perhaps it is most helpful to separate curriculum planning first.

Differences Between Curriculum Planning and Supervision

Curriculum planning, often called curriculum reorganization or curriculum development, is at heart a concern for the instructional offering itself. As a movement to keep schools up to date, it was originally centered in the program of studies. The great emphasis upon the scope and sequence of the curriculum was one of broadening the

program and articulating the parts. Activity was directed upon courses of study, materials of instruction, teachers' guides, and similar matters pertaining to the subjects taught. Although emphasis was to wander later, this original orientation of curriculum planning gave it its true identity.

It is true that what is offered in the classroom is bound to be conditioned by the teacher, the child, and the methods of instruction. Until curriculum programs came into the school budget, the concern for the teacher and the techniques of teaching had been the province of supervision. This distinction continued for some time, with the two programs running side by side in rather well-separated lanes. Supervision looked after or judged teachers and their techniques; curriculum development limited its efforts to improve the school's offerings. Supervision worked in the classrooms; curriculum development worked at the central office.

Each function called upon technicians trained for its distinctive type of work. The supervisors were looked upon as expert teachers who were competent to judge classrooms. Curriculum workers were looked upon as experts in school offerings who were competent to write courses of study and to prescribe changes in the school program. Once the new offering was installed, the supervisor would take over as the one to judge the teacher's success with it. This was the only point of contact between the two services in the early days of the curriculum movement.

Up to this point, the teacher was not looked upon as a contributor in either program. The teacher was on the receiving end in both instances, the commodity being

advice from the supervisor and new courses of study from the curriculum expert. Change came with the democratic movement in school administration. Supervision turned off its penetrating classroom spotlight and sought to entice the teacher to step out of the classroom into co-operative group endeavors. At the same time the curriculum expert invited the teacher to participate in co-operative curriculum development. In seeking group activities worthy of teacher time, supervision tiptoed over into the curriculum field, and the original fence that separated the two was no longer effective.

Cross-pollenization set in, and school administration lost the precise demarcations that it had always maintained in its garden of instructional improvement. Supervisors no longer limited their effort to the classroom, but engaged in all the miscellaneous activities that might condition instruction and learning. They also helped teachers to change their offerings and to build teaching guides. Curriculum study in turn broadened its scope of attention to include such essentials as teachers' attitudes and children's natures. Curriculum planners became concerned also about teaching techniques. Then in-service training entered the field.

In-Service Training Seeks Its Place

In-service training is a concept that has swept the country in a period of a few years. The idea has the advantage of a title that is graciously accepted. In theory it is the idea that everybody on the staff—whether teacher, administrator, or instructional specialist—needs to grow on the job. It implies continuous growth, and this is highly flattering to a person in the classroom. It is much more

AWAITING TEACHER'S
INVITATION TO VISIT



BUZZ SESSIONS

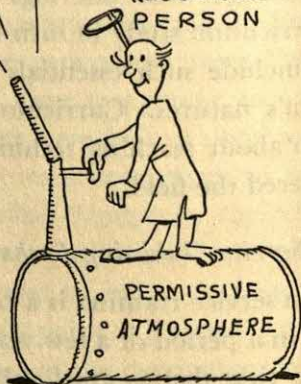


GROUP MEETINGS



AUTHORITARIAN
ADMINISTRATION

RESOURCE
PERSON



SPEARS

SUPERVISORS' HEAVEN

flattering than the idea of supervision, which implied that the teacher needed to be checked from time to time, human nature being what it is.

Another feature of this new program is that teachers help themselves to grow in service. Thus in-service training capitalized upon the experience of both the previous movements. Both supervision and curriculum planning began as hand-out programs and had to learn by bitter experience that teachers, just as pupils, progress best by doing rather than by being done unto. Thus in this case the in-service movement takes over the same democratic approach that in late years has been used in both supervision and curriculum planning. Perhaps in this respect it is an extension of those services under a new title. If supervision was in a slump a few years back, it can be said that it has been lifted out of its slump by the advent of curriculum planning and in-service training.

STATE OF TRANSITION

The statement of distinctions, just treated in the last section, was first prepared by the writer four years ago, but even now it still seems to summarize the situation. There is little reason to become highly technical about these differences between any two of the three movements in instructional leadership, for there is little to be gained. At a certain point such a discussion becomes academic and loses any practical purpose.

It is fair enough to conclude that the in-service training program blankets in the other two, curriculum planning and supervision; it represents the entire organized effort of a school system to assure teachers' growth on the job.

For its activity, its things to do, it draws especially upon the improvement of the instructional program—curriculum planning. Since much of the time of supervisors is directed toward this same goal, the in-service movement has likewise commandeered the effort of supervision.

It is impossible to conceive an in-service program existing in a school system without curriculum study as its common carrier. Deprived of curriculum improvement in the classrooms of the participating teachers, in-service growth would become an individual matter, and the effort would be diffused into a miscellany of disconnected activities that are followed by teachers as individuals. The in-service idea secures its quality in the organization of teacher effort toward a common goal.

In-Service Requirements

In-service training takes on a businesslike bearing today as boards of education gear it into an increment-type salary schedule. Teacher growth is accounted for by in-service credits, and teachers are required to amass a given number of credits at intervals as they advance on the schedule, as treated in more detail in later chapters. Salary increments and in-service credits are as associated today as are ham and eggs, salt and pepper, or cream and sugar.

Schools must beware of contriving intricate systems of accounting the growth of teachers. The spirit of any supervisory or in-service program must reflect the teacher's interest in the activities provided and the consequent participation because of its promised returns upon the time invested. In-service requirements must never represent mere busywork, and the system of credits must

never be so cheapened. The incentive must be usefulness and not mere advancement on the salary scale.²

Within recent years there has been noticeable a tremendous drive in curriculum development to incorporate the mass of teachers and to provide only limited direction from those who formerly were cast as experts. That the pendulum may swing too far from one extreme to the other might well be expressed by a recent statement of Walter Lippman on the general subject of Western Democracy—"no more than the kings before them should the people be hedged with divinity."

WORDS AND EXPERIENCE IN CURRICULUM STUDY

In curriculum study the true relationship of words and experiences must be understood lest the whole undertaking be lost in either one or the other. To some students of education, words seem to suffice as experience, the satisfaction of knowing the language of desirable school operation seeming to stand as important enough in itself to act as the end of the search for good schools. Some such advocates of good education become most proficient in the explanation of curriculum. This is satisfactory for the teacher trainer on campus whose position is solely that of directing others in the teaching job, but it is devilishly dangerous for the actual school operator whose original interest in the language of the thing was for the purpose of enabling him to do a better job with his own pupils. His test comes in actual teaching, not in telling about it.

Looking at the matter from the other end, that of ex-

² For a more detailed treatment of this question, see Spears, *Improving the Supervision of Instruction*, *op. cit.*, Chapters 17 and 18.

perience, it is apparent that many a good teacher would have a difficult time explaining the process and the principles behind it. This shows up at times in a curriculum committee, when a teacher chosen because of excellent classroom performance cannot find the words to record such experience for the benefit of other teachers. However, most good teachers can readily explain their operation if necessary.

And there are cases in which teaching represents an assortment of miscellaneous experiences that may not stand the test of a systematic study and translation into verbal explanation. In this case, if the teacher is amenable to help, the better understanding of his own shortcomings in teaching can come about through his concentrated study of the principles and practices of teaching.

Words and experiences supplement each other in the teaching field, and to be effective they must retain their proper relationship to each other. Both are desirable in the kit of a good teacher. It is well for him to appreciate fully what he is doing, why he is doing it, and that it is better than something else he might be doing in his classroom. In our close relationships with parents and patrons, it is desirable to be able to make such explanations. The close working relationship afforded teachers today in in-service study programs has made them more proficient in telling about their own work.

In teaching there is no more admirable quality than competence, and surely no substitute for it. The one who knows little of what he purports to do is a fraud and a threat to the teaching profession.

Most popular in the study of teaching has been—and continues to be—the study of the work of others. Observa-

tion of the experience of another is most appealing to the typical teacher.

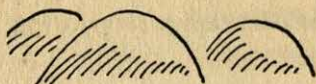
EDUCATION AS A MATTER OF TIME AND PLACE

The Far Away

The unusual instructional programs that are found back off the beaten track are actually untranslatable from their time and place, and consequently cannot be fabricated and wholesaled to schools in general. More than once we have had the experience of stumbling upon a gem of a program—an instructional treasure, a school or single classroom—and have filled our notebooks full to overflowing with it, only to find that once back home with our own people we have but words to show, and the complacent natives demand more concrete evidence of these instructional wonders. Like the traveler who comes upon fairy gold in the land of never-never and fills his pockets, we then awake with nothing to show our listeners but pebbles.

So many factors go to make up a good school program that it is indeed difficult to pick out the one that might be called the basic ingredient—the seed that if fertilized and harvested elsewhere would produce a similar crop. How much is due to seed, and how much to fertilizer, atmosphere, soil, harvesting machine, or harvester?

If one leaves his own school to travel in search of new ideas, it is well for him to travel light, to leave at home his own experiences and opinions lest he bring back nothing but that which he takes. Many a traveling pedagogue from a foreign land passes through our schools in the course of a year, some projecting their own past experience



BEYOND THE MOUNTAIN—WHAT?

at every turn as a protective shield against the strange and new, others lapping up intoxicatingly everything new with an eager and open mind and postponing any sorting or comparing until their return home. Nothing dims the eyes of the curious more than his own opinions.

Suggesting that great things lay on the other side of the mountain is a curriculum reorganization technique that has lost much of its earlier brilliance. We all appreciate the stimulation of another's work, whether it be the classroom down the hall or the school across the state, but we have come to know that transplanting is difficult. Improving instruction is just hard work, whether the scope be a single classroom, a school, or an entire school system. One of the early steps to take is to size up the community situation.

The Close-at-Hand

First of all, the community demands of its schools a sense of stability, a true essential of democratic welfare. In such stability, change is provided for in the systematic

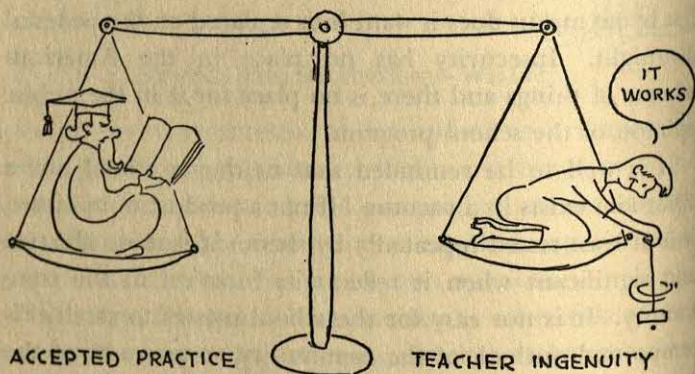
planning for the future, the school's capacity for orderly change representing an attribute of freedom.

Although it is often mistaken as a more democratic approach to change, a sudden curriculum upheaval really represents a despotic act. It leaves with the public the same insecurity that comes with midnight arrests by the secret police. As far as the school curriculum is concerned, the American public has shown on numerous occasions that it may complain about a bit of tarnish on its hero, but by no means does it want him replaced on the pedestal overnight. Insecurity has no place in the American scheme of things and there is no place for it in the public opinion of the school program.

It is well to be reminded that neither a school nor a classroom exists in a vacuum. If not a product of its times, it is at least tested repeatedly by them. It is most effective and significant when it reflects its function in the community. It is not easy for the school master to catch this tempo and outlook of the community he serves or of the larger society in which it is rooted. But it is evident that school teachers can do so more effectively in a group study effort than in making all their interpretations and judgments individually.

Instruction cannot be left to the whims of a few; it must depend upon the majority will. In the curriculum movement some directors have had to learn the hard way that a school program is greater than the ideas of a few. Any community deserves peaceful changes in school procedures, reflecting the satisfaction of the people with the tools of reform. When charges are brought against the curriculum, or any part of it, the defendant has a right to a hearing.

This enlistment of a maximum number of teachers in a school study program avoids the temptation to turn the course of direction over to the "elder statesmen" of the staff. Persons of considerable experience, whether in the military service, big business, or education, can too readily become the dominant voices for the rest of their occupational lives on all problems pertaining to their respective fields. The assurance that comes with experi-



THE REACTIONS OF THE YOUNG TEACHER
ARE VALUABLE

ence must be balanced with the wholesome and spontaneous reaction to traditional practice that can come best from the newcomers to the field. The early reactions of young teachers to school procedures are most valuable to curriculum planning.

Just as Clemenceau once said that "war is too serious a business to be left to the generals," so it can be said that curriculum planning is too serious a business to be left to the experts. Those who teach now take an active part in determining instructional strategy. In fact, much of

curriculum planning on an in-service basis today is a highly developed process of skimming off from the classrooms the good that has been proven and in turn making it known to others. The in-service study approach of enlisting a maximum of the teaching staff assures curriculum change the stability it deserves and at the same time promotes progress through the recognition of promising practice.

A FEW SIMPLE IN-SERVICE PRINCIPLES

Accordingly, a few simple principles can be applied in in-service programs of instructional improvement at any place and at any time. They are:

1. The instructional procedures of others can be stimulating and helpful, but they are not ready-made answers for local consumption.
2. The examination of the school procedures of others is most helpful when made with an open mind, such observation not being blinded by one's previous experience.
3. Education is a matter of time and place, and local curriculum change must be founded on a sound knowledge of local school and community conditions.
4. Regardless of the sincerity of effort, a sudden curriculum upheaval represents a despotic act in violation of democratic principles.
5. Local curriculum reorganization cannot succeed if it engenders insecurity among teachers and staff, nor can it succeed by adhering to instructional complacency.
6. The true spirit of in-service curriculum study and change is active participation of a maximum number of

the staff, leadership being judged on its ability to achieve this co-ordinated effort and its ultimate goals, rather than being judged on its ability to provide ready curriculum answers.

7. Since the sole purpose of in-service training is to improve the local school situation, the occasions for curriculum study are to be found within the local classrooms.

8. Local curriculum study represents a continuous but reasonable study effort—respectful of teacher time and interest as well as of reasonable expectations of accomplishment from year to year.

9. Since curriculum study on the local level is continuous, terminal points are represented only in the instructional areas of concentration within the larger framework.

10. Leadership for in-service curriculum development falls upon those staff and administrative officers who are responsible for the supervision of instruction and cannot be delegated to part-time personnel who are acting as consultants from outside the school system.

11. Resource help from teacher training institutions, the state department of education, and similar sources can be used effectively in the program by local leadership.

12. In any study program there is a great advantage in maintaining throughout the study period close working relationships between the planning committees and the classrooms eventually to be affected by the program's development.

13. The work of an in-service study group is neither an end in itself nor a mere means of meeting salary increment requirements; rather, its test lies in instructional improvement.

14. In the preparation of teaching guides and instructional materials, there falls upon the leadership of the program the responsibility of avoiding the waste of developing materials that are already available in proper form for teacher use.

15. Since any curriculum revision must eventually face the test of public acceptance, proper and reasonable relationships with parent and lay groups should be provided as needed in the planning period.

16. In curriculum planning, leadership must avoid any temptation to gain for the school system popular acclaim in the educational world by establishing unique curriculum innovations that are not yet generally acceptable to the local teaching staff and the community-at-large.

17. In organizing within a school system for curriculum planning, the responsibility for such work should be geared to the machinery already set up for the instructional supervision of the schools, rather than set up as a separate and distinct enterprise.

18. At the end of any school year, instructional leadership should be able to look back over that year's study effort and record definite progress achieved in curriculum improvement.

19. In the development of any teaching guides or other materials to be used by the teacher, the work of the inservice study group is not complete until provision is made for the actual use of such materials by the teacher recipients.

20. Any curriculum study must not be advanced on a trial-and-error basis, and, on the part of the leadership, must be protected against such waste by a deep respect for and knowledge of educational research in the fields in

question and by proper organizational procedures provided at the central source.

Local Focus

Principles of administrative organization, such as those just listed, must stand the test of local application. With no two school districts alike in this country, it is indeed dangerous to lay down a pattern for in-service study. As is the spirit of this entire book, so is the spirit of the twenty suggestions just outlined—an invitation to thought, with further refinement left to the individual as he grinds up the material in his own local grist mill.

3

AN IN-SERVICE PROGRAM BORN WITH A SCHOOL SYSTEM

THE CREATION OF A SCHOOL SYSTEM IS A RARE OPPORTUNITY, a philosopher's dream. For, in general, any community's school program represents a refined extension of concepts and practices leading out of the community's past. But now and then the opportunity to develop a school system from scratch—from a preconceived blueprint—comes with the planning of a new community. Such was the case at Norris, Tennessee, some years before World War II.¹ And such was again the case in 1943 just a few miles away, in a quiet, rural valley flanked by wooded hills, the site of another Federal project and a new city—Oak Ridge.

As the bulldozers and the trailers moved into the valley in the summer of 1943, they were accompanied by a curt army order: "Arrange for some good schools." In this hidden city that mushroomed into full blossom under the pressure of war and secrecy, the residents were told nothing about its reason for being, but in the true American

¹ Visited and studied by the writer. Described in Harold Spears, *The Emerging High-School Curriculum*, Chapter IX, "The Norris Community Program," New York: American Book Company, 1948 (Revised), pp. 163-193.

way they were told that there would be schools for their children. Within two years the new city reached a population of 75,000, and for every child there was a classroom, a teacher, and a curriculum.

THE ORGANIZATION OF THE SCHOOLS

The Oak Ridge superintendent works directly under the city manager, there being no board of education. The advisory body is the Parents' Advisory Council, made up of elected representatives of the parents of each school, plus additional members from five representative civic groups. At one time, when faced with a vacancy in the superintendency, this Council set standards for the position, screened the candidates, and recommended to the Office of Community Affairs the one who was later appointed.

In the beginning the army officials selected a superintendent and delegated to him the responsibility for planning the educational program as well as planning and equipping the buildings. Within a very few months a high school with 87 pupils and two elementary schools with 550 pupils opened. Within the year the school population reached 5,000, and by the end of the next year, 11,000.

The program has been a co-operative teacher project from the beginning, the staff at present having come from 36 different states and more than 165 colleges and universities. If vested interests, traditions, and axes-to-be-ground were to find their way into school operation, at least they would have to work their way in from all corners of the country. Needless to say, few stood the trip. The superintendent gathered together a staff of teachers who were ready to develop a curriculum that was in keep-

ing with the situation at hand. As he visited colleges and universities in recruiting a staff, he had little to offer the candidates but mystery and the invitation to pioneer in building a good school system. The wide background in teaching staff meant a promising amalgamation of philosophies, experiences, and teaching practices. These varied experiences of the teachers were matched only by those of the pupils. The educational program and the atmosphere in the schools today reflect this rich mixture of culture and training.

THE OAK RIDGE EDUCATIONAL PROGRAM²

The educational program of the Oak Ridge Schools is set up recognizing the following factors: (1) that the school's responsibility includes development of character and social morality, of which knowledge is an essential ingredient; (2) that learning is an active process consisting of modifying total behavior as a result of experience; and (3) that teaching includes provision of materials and experiences suitable to individual pupils, guidance of experiences so that desirable learning occurs, and evaluation in terms of individual development.

Following these principles, then, education becomes a comprehensive program adjusted to the physical, emotional, and social aspects of development as well as the mental factor. Mere knowledge is rejected as the sole aim of education. Learning is considered not only to require intelligent analysis but also synthesis and application in

² This section of this chapter was prepared by Dr. Bertis E. Capehart, former superintendent, and is included in his doctoral thesis, "*A Study of the In-Service Program of the Oak Ridge Schools*," University of Tennessee, 1953, pp. 52-62. The first superintendent who pioneered the Oak Ridge school development was Alden H. Blankenship.

addition to memorization and development of motor skills. Only a part of the specific subject matter and skills that individual children need in order to become educated adults can be selected in advance. With these essentials arranged for emphasis throughout the grades, each teacher with his pupil group is free to select additional materials suited to the children's needs and interests.

Planning the curriculum has involved a decision on the scope and sequence of the major topics to be studied at each grade level, and the provision for adjustments to individual differences among pupils. Subject matter is arranged psychologically according to children's natural ways of learning rather than in a straight sequence of content. Each subject is considered in relationship to all other subjects and experiences in the curriculum. Courses of study for the various subject areas are developed as guides rather than as exact prescriptions. They indicate the essential facts and skills to be stressed on various grade levels and suggest many ways in which these may be taught by combining and integrating them in the study of various topics. They also give some indication of the flexibility of achievement standards necessary to fit the ability ranges of typical grade groups, and describe learning aids and practice materials that are useful in alleviating individual weaknesses.

The Elementary School Program

It is recognized that facts and skills must be related to some definite purpose for effective teaching. For this reason broad units of work have been developed for each grade level. These broad units focus upon the purposes of children and serve as vehicles for integrated learning.

A broad unit is a series of closely related experiences in which children attack a problem or topic which they recognize as significant and through which they gain further knowledge and understanding of the area of study.

It is recognized that good teaching must start with the interests of the child. These interests are utilized in helping him to meet his present and probable future needs. As the child's interests are satisfied, other and broader interests are encouraged. Many sources of information are used, since learning is understood to be an active and multi-sensory process. Direct personal experiences with concrete materials are provided as foundations. Such experiences precede learning by means of vicarious experience and abstract symbols. Trips, experiments, and models as well as a wide variety of books, pamphlets, and periodical literature of varying degrees of difficulty are functionally used. Inductive methods are used far more than deductive types of instruction, since the emphasis upon arousing and stimulating thought is continual. Independent originality is encouraged in aesthetic expression as in other activities, and efforts are made to obtain a wholesome balance among the various areas of learning.

The Unit Plan as Used

The homeroom teacher carries the responsibility for over-all guidance of the group, the development of the broad units, and the work in skill building. He receives the aid of special teachers in the field of art, physical education, health, music, and library, although the concept of a self-contained classroom is essential. These special teachers usually serve as consultants, but occasionally they teach their subjects directly when technical performance is re-

quired. In the latter case the homeroom teacher suggests the types of work most appropriate in relationship to the unit being studied and the needs of the children.

These broad units are carefully chosen for their value in helping children understand the world in which they live, in stimulating independent thinking, and in promoting mastery of essentials skills. Work on these units is guided so as to include the skills and subject matter selected for emphasis as well as to provide for special abilities and limitations of individual pupils. Rational learning rather than rote learning is emphasized. Children's own purposes are recognized. Children read to get information on various phases of the broad unit, gaining skill and power through this process. The pupils use mathematical principles for operations in developing many topics in the unit, clarifying their understanding of mathematics and improving their skills as they use them functionally. Research is done when needed to carry on the study. Scientific attitudes, understandings, and procedures are learned when children compare conflicting data on questions.

The Language Emphasis

The art work which children do as part of unit work aids in clarifying the expressing of ideas important to their study as well as helping them understand and appreciate the true nature and value of art. Music grows out of and is related to broad units in similar ways. Spelling and handwriting are used and improved through constant use of written expression in making research notes and preparing committee and individual reports.

Grammar, pronunciation, and aspects of oral expression such as self-confident poise are developed through

discussion and presentation of reports on various phases of the broad unit. In these ways children apply their knowledge and skills to problems that are real to them. They are taught through skillful guidance to acquire more knowledge and greater skills as these are needed to reach their goals. Such learning, when adjusted to individual interests and abilities, avoids feelings of futility and failure. Children are assisted in their understanding of meaningful relationships that will help them to become increasingly competent in solving problems of living.

Attitude Toward Skills

Skills have value only as they contribute to children's well-rounded development. A skill is gained and improved most effectively when the learner recognizes a necessary relationship between practice on the skill and its application in ways that are useful to him. As a normal procedure in real life, children do not acquire a skill before they need it. They face a need for the skill in carrying out a plan and then, if their purpose is strong enough, gain the skill needed to reach the desired goal. The improvement of skill merely for the sake of greater skill is seldom an objective of normal children, nor do all children in a group regularly need help with the same skill. Much effective learning of skills is achieved in work on broad units. These experiences increase motivation for mastering skills as the direct need for them stimulates the children's interest and drive. Thus the introduction and learning of many of the common skills are accomplished in the broad unit.

In addition, a block of time is provided for direct emphasis on improvement of specific skills. In arithmetic,

handwriting, oral and written language, reading and spelling, an hour or more is usually given daily. The normal procedure of teaching in the skills period finds a group of children working on arithmetic; another group on reading; another group on handwriting; and still other children working individually or in small groups on various other skills. The teacher moves freely from group to group and from child to child, supervising and offering help when needed. Frequently all groups work together on a new or difficult skill. For example, they may study arithmetic processes which they may need to use, such as division of fractions. Another time the whole class may study uses of the comma and the semi-colon or work on a group of words which they frequently misspell in written work.

Attention Given the Arts

Approximately a fourth of the teaching time is devoted to the arts—creative writing, dramatics, literature, music and rhythms, and various forms of oral expression. At different times these art experiences will grow out of or will be directly related to the broad unit being developed. Frequently they will have no direct relationship to it. Opportunity for application of skills is frequently found in the arts, such as measuring for murals and working out ratios or scales in constructing models. These provide healthy intrinsic motivation for further work in the skills period.

Science, health, and physical education regularly take a block of time during the day. Since modern education recognizes the importance of physical activity for children, the daily program is planned to provide for freedom of

movement about the room, gathering in groups for committee work, and the like. In addition, a carefully planned program of exercise and games contributes to improvement of muscular co-ordination, maintenance of health, development of social attitudes, and sportsmanship. All good broad units provide opportunities for learning science and health. Many of these special areas of knowledge are of such vital importance that additional specialized attention is often given to them. Science and health are often combined during some periods when the topics are closely related, and are taught at other times during alternate days or weeks as the needs of the group are best served.

Scheduling and Evaluation

The school day is organized around the types of learning described above, with a large block of time reserved for each. The time schedule is flexible and is changed whenever there is sound reason for doing so. Broad unit type of work may require a trip that takes a half day or more. A special project in one or more of the arts may need more time than the regularly allotted period. The group may recognize serious weaknesses in skills which necessitate extensions of that period for several days.

Evaluation is an integral part of the process and is intended to be very comprehensive. Physical, social, personal, and emotional development, as well as academic achievement in subject matter and skills, are considered. These broad objectives are usually selected co-operatively. The work of the children in a single grade group is similar but not identical. They are not expected to meet the same exact standards any more than they are expected to wear

the same size of shoes. The experiences of each school year are considered significant in and of themselves to each child at his level of development, rather than solely as direct preparation for the subject matter of the next grade.

Atmosphere and Control

The elementary school is a busy place, where learning takes place through talking, playing, doing, discussing, and working. There are different kinds of things in school, such as crates, blocks, paints, dolls, and other props. Where free expression is permitted, where children's impulses are not kept under tight lids, where children can talk freely with teachers and get into action with each other, there are new essential techniques to be worked out.

However, this permissiveness does not mean there is no control. It must be backed up with necessary control. The schools are working toward methods of teaching self-control even as parents are, without humiliating or indicting or terrorizing the children. Seldom does a child stay after school. It is true that some teachers still maintain authority by keeping at a distance from the pupils. In Oak Ridge the distance between teachers and children as human beings is becoming shorter. Teachers joke with children, and many teachers sustain jokes at their own expense without feeling threatened.

Reporting to parents is usually of a narrative, descriptive type, frequently supplemented by parent-teacher conferences. Children have a respected share of responsibility in evaluating their own work. At the end of the school year, grade placement for the following year is co-operatively decided by those most directly concerned on the

basis of what is best for the child rather than in terms of academic achievement alone.

The Program of the Secondary Schools

The secondary schools, junior and senior high schools, move gradually toward specialization. The point of view is emphasized by the following statement:

When the child leaves the secondary schools he should have certain preparation (1) for advancing his education on the collegiate level or in further specialized training, or (2) earning a living and, withall (3) being prepared to take his place in society to participate in self-government and to serve his community.^a

Seventh and Eighth Grades

In the seventh and eighth grades in the junior high school, major emphasis is still upon general education as previously described in the elementary schools. Increasingly exploratory opportunities are provided for the junior high school pupils. In the ninth and tenth grades, and with still more emphasis in the eleventh and twelfth, opportunities for specialization are available. A student and his parents, with the assistance of his counselors and teachers, must choose among college entrance, general education, and pre-vocational courses. The program of studies at the high school level is typical of today's American high school; in addition, for the last seven years core classes have been operating in the senior high school. In many classes and especially in the core classes there is a great deal of evi-

^aStaff of the Oak Ridge Schools, *Curriculum Improvement Report* (Oak Ridge Schools, March 1952), p. 3.

dence to show that children are being helped to set up their own goals, to plan ways of reaching them, to find and use appropriate resources, and to use a variety of problem-solving techniques. In these classes teachers are relating activities to important ideas or large problems. Where this kind of program is going on, student interest and participation are high and permanent learning is being furthered.

Goals of Instruction Recognized

There is evidence that teachers are helping students to develop inferences, hypotheses, generalizations, and the ability to apply principles learned in the classroom to life outside of the school. Emphasis is being placed on distinguishing facts from assumptions, recognizing errors in logic, and realizing importance of definitions. Teachers are attempting to develop in pupils a sensitivity to propaganda, the habit of open-mindedness, and the ability to make objective judgments. Methods that focus attention on group activities in the teaching-learning process are being employed increasingly, not only in the core classes, but also in regular subject matter classes. Such methods include student committee work, discussions, dramatizations, planning periods, and group projects. These methods are generally more productive of skill in human relations, co-operation, and team work.

Students in the high school are generally treated with dignity and respect. There is a feeling that the teachers obviously like the boys and girls. Also, teachers show a belief in the wholesome expression of ideas as a method of solving problems. Many teachers allow children the privilege of coming to conclusions of their own. Many

teachers place a high value on each student's thinking through his beliefs. Many teachers do an outstanding job in expecting and encouraging all students in the class to contribute to the solution of the common problems. Such teachers are attempting to develop qualities of leadership in each student. Most classes are making a definite effort to teach students how to work together in groups. Skills in group work are among the most essential in our present-day society.

Statement of Philosophy

The point of view of the Oak Ridge Schools has been well put in the following statement of philosophy:

A. The American public school was developed as an institution to preserve a democratic government and society. We have not, as yet, achieved the best in these ideals of democratic living in America. There are many forces operating to minimize the importance of the individual. Individuals and groups often act from motives of self-interest at the cost of the common good. Some organizations and pressure groups often infringe upon the rights of others in their demands. To recognize the existence of these imperfections, to understand their causes, and to help devise ways of lessening their ill effects, is a fundamental part of the collective responsibility of American citizens.

B. A major aim of the school then is to develop a literate citizenship, sensitive of, and educable to, new and changing problems within the democratic framework. This opportunity should be extended to all American children and youth.

C. Granted that society and democracy are in constant process of continuous growth and change, the school oper-

ates as a stabilizing influence. That operation is based upon its efforts toward developing well-rounded individuals whose effective citizenship is dependent upon wholesome character and personal integrity.⁴

IN-SERVICE ACTIVITIES

The size of the system. The city of Oak Ridge has declined from its 75,000 peak to a population of approximately 32,000. It is served by twelve schools, which enroll 7,000 pupils. Starting out on the 9(K-8)-4(9-12) plan, the school system now includes a seventh and eighth grade junior high school. From the beginning the development of the instructional program has reflected the close cooperation of the entire staff through in-service study activities.

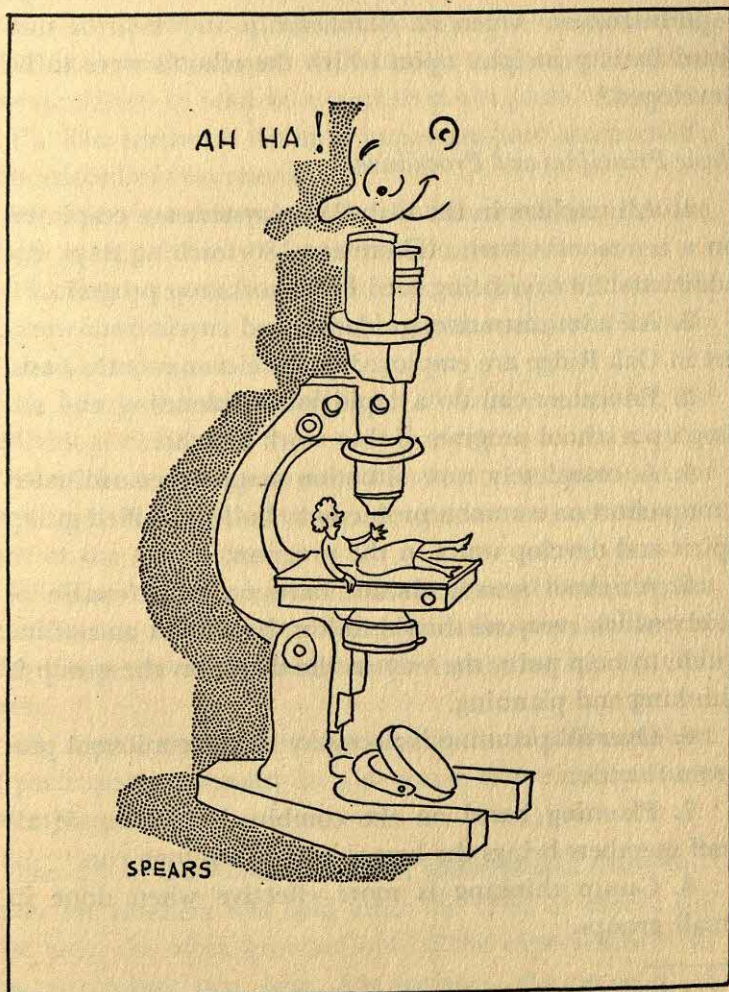
Provision for In-Service Development

A significant feature of the original school plan for this new community was the provision of time in the school calendar for teacher growth through study on the job. From the beginning the teachers have worked a school year of 200 days, with 180 devoted to instruction and the other 20 to study of the job. These non-teaching days were designated at the start for in-service study, and the plan has been continued through the year at Oak Ridge. The activities followed during these 20 days have been known as the Oak Ridge Schools' Workshop. The workshop is a combination of pre-school, post-school, and during-the-year study programs. Oak Ridge placed its money for instructional improvement in teacher study rather than in super-

⁴ Capehart, *op. cit.*, p. 2. (This marks the end of Mr. Capehart's description of the curriculum at Oak Ridge.)

visors, perhaps as a result of the fear of the old conception of supervision as examination or inspection.

From the first time the teachers were called together in 1943, the approach to the job has been that of everybody combining their efforts to help. The development of the



first report cards and the determination of types of professional meetings to be held were examples of this co-operative approach to school operation. The pattern was established early and has been carried down through the years. This spirit can very well be understood through this bulletin issued in the early days by the first Oak Ridge superintendent, Alden H. Blankenship, in which he outlined basic principles upon which the schools were to be developed.⁵

Basic Principles and Procedures

1. All teachers in the Oak Ridge system are employed on a ten-months basis. There are 180 teaching days, the additional 20 days being used for a workshop program.

2. All administrative, guidance, and curriculum workers in Oak Ridge are employed on an eleven-months basis.

3. Educators can do a rapid job of planning and setting up a school program if they work together.

4. A completely new situation requires co-ordinated group effort on common problems to build a unified group spirit and develop unity in the program.

5. A school system should have no rigid course of study which everyone should follow, but rather an outline guide to help point the way in the direction the group is thinking and planning.

6. Over-all planning is necessary to make a school program function.

7. Planning based on the combined thinking of all staff members brings the best results in the long run.

8. Group thinking is more effective when done in small groups.

⁵ As reported in Capehart, *op. cit.*, pp. 66-67.

9. The problem-solving approach to teaching can best be put into practice by teachers who have experience in using this technique in solving their own professional problems.

10. Developing leadership among teachers is one of the most important functions of any supervisory program.

11. Any group has within it possibilities for leadership which can be developed without the necessity of importing specialists to lead in a workshop program.

12. The teacher is the most important part of the child's educational environment.

13. Every teacher who is really interested in teaching wants an opportunity to grow professionally.

14. Teachers need to know children and their various stages of development if they are to work satisfactorily with the individual child.

15. Work should be adjusted to fit the needs of the individual child.

16. A better program for elementary children can be developed if they work with one teacher at least a major part of the school day.

17. The regular classroom teachers need time to plan and discuss common problems with the arts teachers if they are to develop a well-rounded program for all children.

18. A professional library accessible to all staff members is particularly necessary in a program where group study is emphasized.

Post-school workshop. The first concentrated study program for teachers was held after the close of school the first year, the work growing out of the experiences with the curriculum that year. For instance, the necessity of

setting certain instructional limits in the program was readily seen. Objectives, types of units, and instructional materials were carefully considered. Aims and objectives for grade levels and subject areas were developed during this study conference.

Administrative workshop. Following the general post-school workshop, the administrative staff—principals, counselors, and directors of guidance and audio-visual education—held the first administrative workshop, thus also setting a precedent that has been followed ever since. Since they are employed 210 days—ten more than the teachers—it has been considered natural at Oak Ridge for the administrative group to spend time annually in a conference devoted to problems pertaining to their work.

Second Year Follow-up

Needless to say, the first teachers' workshop was little more than an introduction to concentrated work that was to follow. Committees during the next year continued their work on guides, units, principles, and other matters of common concern. By the following summer there was a rather well defined program that invited attention in the second workshop. Among the matters that received attention were: (1) clarification of the Oak Ridge aims of teaching, (2) closer interrelationships between the different fields of study, (3) teaching guides, (4) safety education, (5) co-curricular activities, (6) revision of the high school home report card, (7) making better use of the guidance counselors, (8) the teacher's part in the over-all guidance program, (9) films needed for the coming year, (10) best use of cumulative records, health cards, standardized tests,

library, and auditorium, and (11) effective ways of handling tardiness, absences, and truancy.

Without a doubt, within two years the Oak Ridge in-service program had been firmly grounded in the pressing instructional and operational problems that faced the teachers. The abstract theory of education lost ground to the implementation of the principles of teaching to the situation at hand.

And just as teachers in almost any school system in the country would do, this pioneering group sought security by preparing some thick "guides to teaching." The average American teacher, brought up through years of college study, finds strength in a guide in the desk drawer to which he may refer from time to time in charting his course or checking his progress. It is typical teacher nature to want to think through what he is doing and to be able to have such guidelines written down in some sort of a reference book.

The difficulties of teaching in this pioneering community were not minimized, but were appreciated by superintendent and teacher alike. For instance, the early rapid growth of Oak Ridge brought with it for the moment the double shift program to make a place for the constant string of new children entering the city. The challenge of maintaining a worthy curriculum in spite of a shorter school day for the child acted as an impetus to the in-service study program.

The superintendent stood by his convictions that only when every teacher is helping with the planning can educational programs keep step with the world around them. The pressure of the problems presented in the new

community, even though inviting ready directives from administration, did not detract from the school system's democratic ways. The conference approach was enhanced, and after two years at the work the superintendent restated his convictions to the staff in this bulletin:

During the past few months our ability "to take it" has been sorely tested in many ways. At times when our spirits were at low tide, the combination of a little mud, delayed equipment and supplies, changes in accustomed living conditions, and lots of hard work has challenged our individual and group morale.

As we look ahead to the responsibilities of the new year, our administrative and guidance staff wishes to reaffirm its desire to help you maintain a fine esprit de corps by:

1. Dealing with you as fellow workers who are bringing their best efforts to daily tasks.

2. Consulting with you in formulating policies affecting conditions of your work.

3. Giving you the opportunity to pool your ideas as to the improvement of our program.

4. Helping everyone to know what his or her responsibilities are.

5. Giving you an opportunity to grow professionally.

6. Continuing to appreciate your integrity and loyalty in the big task to which we have all set our hearts and minds.⁶

Self-direction Replaces Supervision

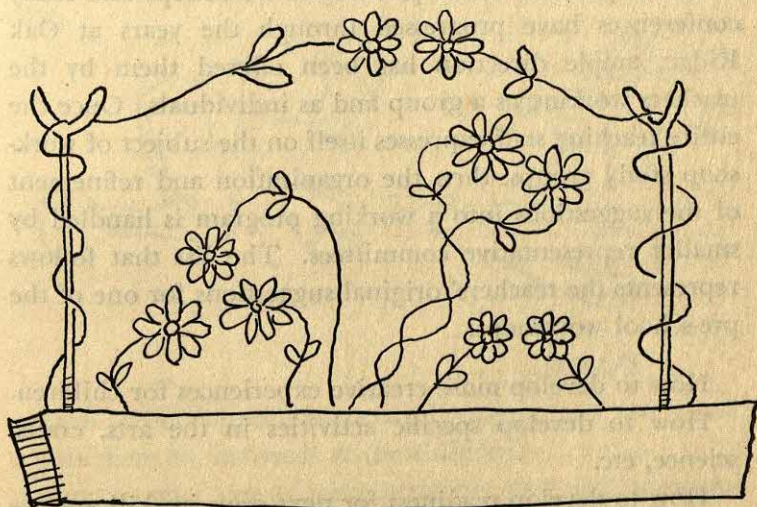
A unique feature of the Oak Ridge plan is that supervision as such has never been provided for in the school budget. Unlike the typical school system of the country,

⁶ Capehart, *op. cit.*, pp. 79-80.

in which the in-service program was added to an already existing supervisory program, in this system the budget provision for teacher growth was solely one of co-operative teacher study. In a sense, the effort of the group acted as a supervisory stimulus to the individual teacher needing help.

Thus the theory is that teachers can co-operatively arrive at the most promising methods of teaching, and, in turn, the individual can best get the help that he needs. Instead of providing supervisors, the administration brings in consultants from time to time to serve the study needs at the moment. Such consultants are usually from colleges.

Classroom visitation. Out of the study work came the normal desire of teachers to visit the classrooms of others, to discuss with each other on the spot the things they were doing and the success they were having. The ad-



CROSS-FERTILIZATION OF CLASSROOMS

ministration followed with provision for such visitation within the system. It is apparent that in this system, where there are no supervisors to encourage it, teachers of their own accord want to get into each other's classrooms. There is a natural cross-fertilization of classrooms in the Oak Ridge schools.

Budgets for materials. Likewise, the direction that supervisors so often give to budgets for supplies and equipment is taken over by teachers working with their respective principals. The over-all city allocation of such funds is determined with the aid of representative teachers. Once a school has received its allotment, the teachers work together to see that the greatest possible instructional benefit results from its use.

Teacher-Directed Study

As the pre-school and post-school workshops and study conferences have progressed through the years at Oak Ridge, ample direction has been offered them by the teachers working as a group and as individuals. Once the entire teaching staff expresses itself on the subject of workshop study groups, then the organization and refinement of the suggestions into a working program is handled by smaller representative committees. The list that follows represents the teachers' original suggestions for one of the pre-school workshops:

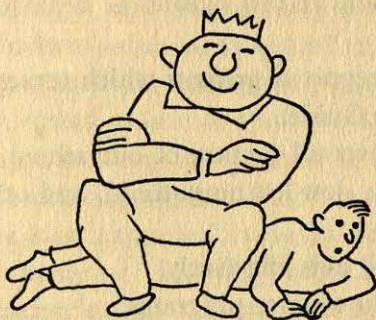
How to develop more creative experiences for children.

How to develop specific activities in the arts, crafts, science, etc.

How to develop readiness for next steps in skill areas—reading, writing, numbers, subject vocabulary, etc.

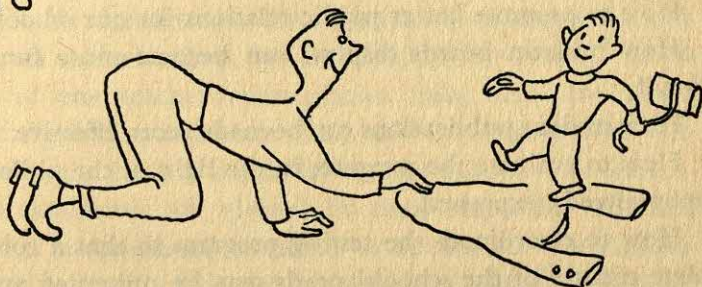
How to understand the child on his own level—particularly if we have not dealt with this age group before.

How to plan within the suggested area for study on the level of children that age.



ADMINISTERING
OVER

ADMINISTERING
TO



SPEARS

How to find suitable materials for the area of study and adjust them to the needs of the children.

How to select appropriate activities that will be meaningful to children of this age.

How to integrate the children's study with art, music, and physical education.

How to relate a teacher's work to that of the grades above and below.

How to observe and record significant behavior of children.

How to write a report to parents which serves the purposes defined in the Guide.

How to get an over-all picture of our school program.

How to deal with slow-learning, timid, and other atypical children.

How to use visual aids effectively.

How to enrich the science programs.

How to make the health program more functional.

How to develop an effective parent education program.

How to help in the adult education program.

How assembly programs can be made more effective and worthwhile for children.

How to promote better public relations for our schools.

How bulletin boards displays can become more functional.

How student publications can be made more effective.

How to evaluate the program in the light of the philosophy already expressed.

How to co-ordinate the testing program so that a complete picture of the schools' needs may be presented and teachers may use results to the greatest advantage.

How to help children develop desirable attitudes.

How to co-ordinate the study of curriculum problems and share findings through the Oak Ridge School News Bulletin.

From a glance at this list of teachers' concerns, one wonders how a planning committee can cut through the various problems of teaching to arrive at a workshop program that promises definite accomplishments. And, after all, the participants in a workshop deserve some answers—or at least conclusions—after their period of study. Which all goes to show that the enthusiastic interest of a teaching staff in the varied aspects of their work, as expressed in a list of topics for group study, must be tempered with the realities of workshop organization.

From the ideas expressed in the list above there resulted the year's theme of "Studying and Understanding Children." Teacher groups organized along grade level lines and concentrated on records of children's growth, characteristics of levels of growth, methods and materials suitable for the different levels, and public relations.

The Administrative Council

Highly significant in the organization of in-service training in the schools is the Administrative Council. Made up of one teacher-representative from each school, the principals, the superintendent, and the central office personnel, the body is the policy-making group. The teacher-representatives are elected by their respective faculties, and it is considered an honor to be chosen. The Administrative Staff, composed of principals and central office personnel, is concerned with purely administrative matters. However, they are participating members in all instructional study projects.

There is also a workshop planning committee that eventually grew to number almost sixty people, including all

workshop study group chairmen, principals, assistant principals, and central office personnel. They not only treat the ground to be covered in the study program but also the basic principles of leadership and techniques of problem-solving.

The central office force is limited to a few positions representing needed services that cannot ordinarily be provided adequately through teacher participation alone. The staff is divided into the usual two forces, business and instruction, as indicated in Figure 2.

Continuous Change in Plan

The program of the workshop has been kept flexible. By 1950 the in-service study emphasis shifted more toward the concentration of building staff groups upon the problems of their respective schools and neighborhoods. These groups were given a share of the June post-school and the August pre-school workshop time, and the time set aside during the course of the regular school year. Within two years there was a shift back, it being apparent that teachers desired to return to the previous plan, which had meant organization around instructional areas and problems of city-wide interest. It was decided that curriculum improvement programs in individual schools could be handled through the regular building staff meetings. More recently, in keeping with interest in Civil Defense, a portion of the workshop time has been given over to first-aid training for teachers.

The Participation of Parents

It has been said in Oak Ridge that there are fifty teachers to the classroom, so active in a school's affairs are the

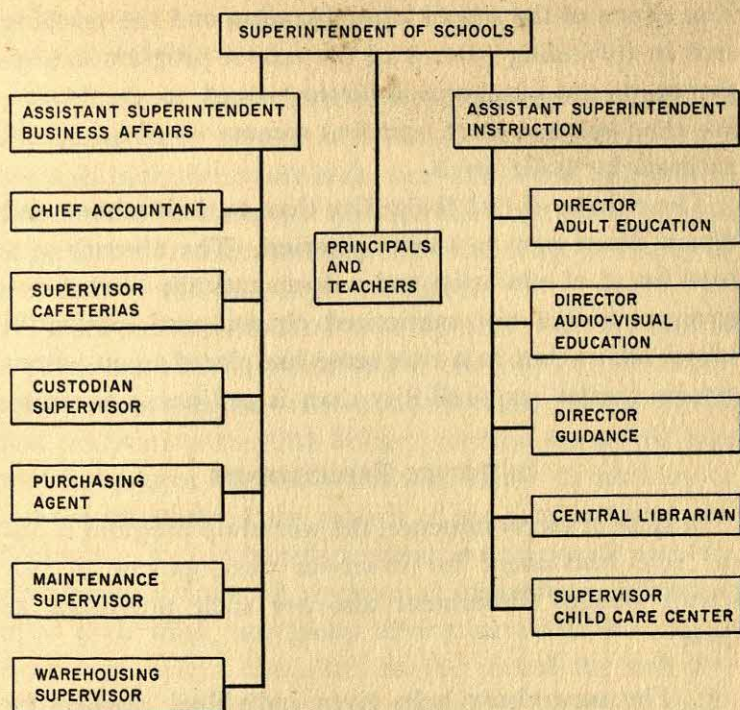


Figure 2. Staff organization, Oak Ridge Schools.

parents who are willing to share their talents and experiences in the program. They have landscaped school grounds and built playground equipment, handled field trips and helped to select a school superintendent, and organized Parent Teacher Associations and served in parent-teacher workshops on school problems.

In one school, parents were most active in a study program treating home reporting. Parent conferences are routine in reporting pupil progress in the primary grades (the details of this work are included in Chapter 9). Parents have participated in deciding school boundaries.

The efforts of the school administration and the teaching staff in informing parents of the school program are apparent in the numerous bulletins issued to the homes. For the most part these represent summaries of the school program by grade levels.

The citizens of Oak Ridge live close to their schools and take a direct part in their operation. The absence of a legal board of education and a democratically elected city government has not minimized citizen participation in school affairs, but in a true sense has placed upon parent groups greater responsibility than is ordinarily the case.

IN-SERVICE EFFECTIVENESS

In spite of its prominence, the workshop program is not the sole instrument for in-service development in this school system. Prominent also are such provisions as these:

1. The supervisory help given individual teachers by the principals, there being a supervising principal in each school.
2. The participation of teachers in community councils, bearing directly or indirectly on school matters.
3. The continued study carried out on campus by the teachers.
4. The program of classroom intervisitation encouraged by the administration.
5. The program of individual faculties often headed by a representative faculty council and carried out through faculty meetings and committee projects.
6. The teachers professional library set up as a source of help to individual teachers as well as to working groups.

Judging Effectiveness

Perhaps one of the most thorough studies yet made of the change that comes in a school system's curriculum through in-service study is the one completed by Bertis E. Capehart, who came up through the Oak Ridge schools as guidance director, assistant superintendent in charge of instruction, and then superintendent.⁷

He set out to determine what happens when the staff of a particular school system tackles the problem of educational improvement. His extensive study, based on the first ten years of the Oak Ridge program, has served him well in his own leadership position there. In addition to a thorough study of the records of the program from the beginning, he conducted personal interviews of two representative groups of teachers to determine influences upon their work, one group having served in the schools from their origin, the other having joined the staff five years later. With the use of a uniform interview guide for recording these data, he was able to judge the various activities within the program as well as its effectiveness as a whole.

Although it is not intended in this short reference to give adequate attention to this important evaluation study, it is well to draw out of it some of the pro and con reactions of teachers to in-service ventures. They promise help in school situations in general.

Most Valuable In-Service Activities:

Sharing of practical teaching devices, methods, and materials.

⁷ See chapter footnote reference number 2.

Help from consultants.

Serving on committees such as curriculum revision, public relations materials, report cards, and cumulative records.

Participation in writing the *Guide to Teaching*.

Talking over problems with other staff members.

Growth in the use of the group process of solving problems.

Being chairman of a group.

Reading of professional literature.

Working with parents.

Attending a summer school.

Exchange of ideas and opinions between staff and administration.

Being secretary of a group.

Studying children—how they learn and how they grow and develop.

Being discussion leader in a group.

Attending conferences.

Visiting other schools and classrooms.

Faculty workshop.

A sense of belonging to groups in which I have participated.

Having a chance to express my own ideas.

Least Valuable Aspects of In-Service:

Members who do not contribute, who are not interested, or who do not accept responsibility.

Faculty meetings.

Too much repetition.

Poor leadership.

Lack of pre-planning.

- Little use of professional material.
- Building workshop.
- Poor preparation.
- Some people dominate the group.
- Lack of consultant services.
- Not enough sharing of teaching procedures.
- Interruptions of previously announced plans.
- Lack of new ideas.
- Lack of opportunity to attend professional meetings.
- Lack of opportunity to visit other schools.
- Membership of group often too large.
- Not enough time to pursue a problem to its conclusion.
- Supervisory conferences.

The enthusiastic endorsement of the in-service program in general has left no doubt in the minds of the Oak Ridge administrative staff as to its importance. In fact, the school system's development from nothing but "a quiet, rural valley flanked by wooded hills" could not be conceived had there been no active study program for the teaching staff. The question ahead from year to year will be not one of the possible value of in-service work. It will be merely one of procedure.

In the case of a highly concentrated study program such as this one, which continues for years, care must be taken to avoid monotony, repetition, and the waste of teacher time. A study of possible flexibility in both the nature of the work and the time to be devoted to it, to serve the variations in experience and training of teachers, will always be a challenge to planning groups.

A LOGICAL ORGANIZATION FOR CURRICULUM PLANNING

THE DEVELOPMENT OF CURRICULUM IN ST. PAUL, MINNESOTA, is provided for in a well-synchronized organization whose projects are both sparked and carried out by the teaching groups. In fact, the establishment of the guiding unit of the whole operation, the Curriculum Steering Committee, was instigated ten years ago by the Teachers' Board, a body elected by the professional staff and dating back in the school system's history to 1914. The six major features of the plan for instructional improvement are:

A Steering Committee, consisting of 25 or 30 teachers, principals, and supervisors, representative of the entire staff and acting as the clearing house for the various programs to effect curriculum improvement.

The Curriculum Office, composed of the instructional staff in the central office and giving leadership to the entire movement.

Curriculum committees, provided to carry out the various study projects cleared through the Steering Committee.

Workshops of varying lengths, set up as study programs for teachers in service and providing in-service credits in keeping with salary schedule provisions.

Direct supervisory help for teachers, provided by the personnel in the Curriculum Office, a service tied closely into the broader projects in curriculum development and workshop study.

Resource teachers, selected to come into the Curriculum Office for a limited period of time to help with the various curriculum projects underway.

Interrelationships of these various units within the over-

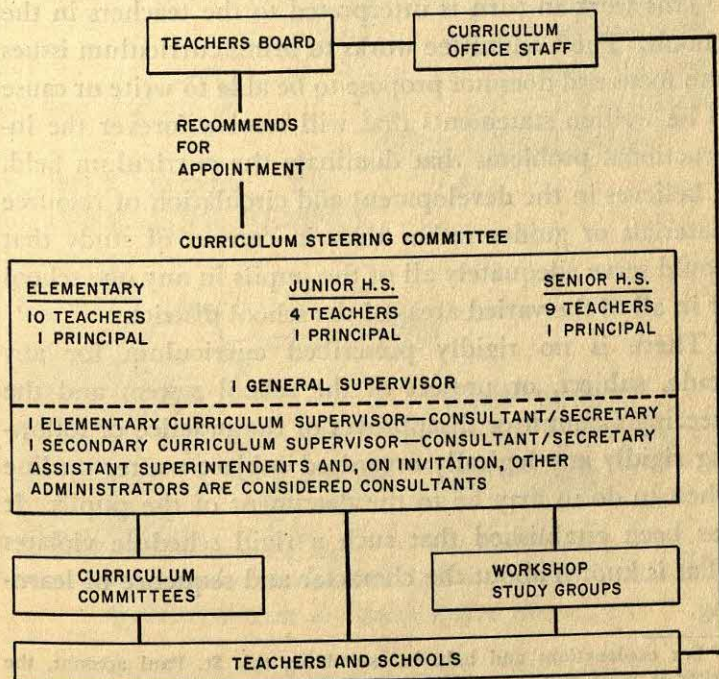


Figure 3. Organization for curriculum study, St. Paul Schools.

all instructional improvement program are very well synchronized, and are graphically presented in Figure 3.¹

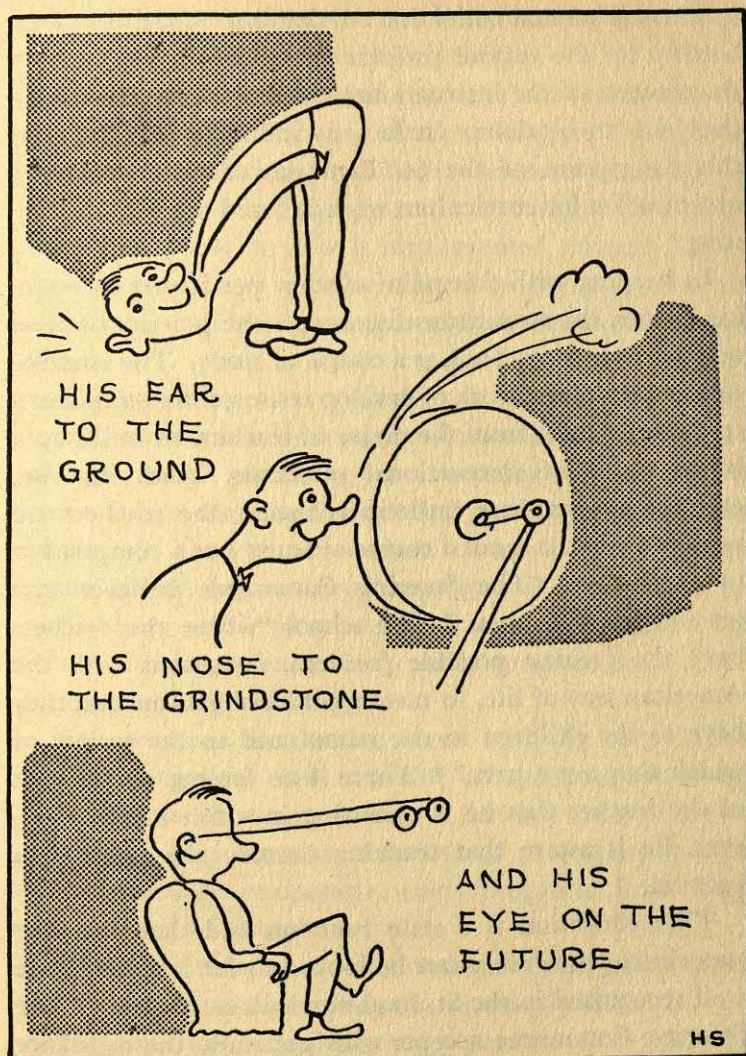
FUNCTION OF THE STEERING COMMITTEE

The Steering Committee stands as the instrument through which the professional staff may, in part, work out its curriculum problems. Although chosen with care by teachers and administrators, the members do not pose as instructional experts but instead serve as the busy agents through whom the teachers work, democratically and constructively. As an instructional clearing house, the Committee solicits problems and constructive suggestions from the schools for consideration and study.

This work in turn is interpreted to the teachers in the schools. The Committee works to bring curriculum issues into focus and does not propose to be able to write or cause to be written statements that will resolve forever the instructional problems that dominate the curriculum field. It believes in the development and circulation of resource materials or guides rather than in courses of study that would serve adequately all of the pupils in any one school or in all of the varied areas of the school district.

There is no rigidly prescribed curriculum for any grade, subject, or project of the school system and the Steering Committee disapproves of the practice of following rigidly any logically organized subject matter outline when to do so may be to the detriment of the pupils. It has been established that such a rigid schedule violates what is known about the character and sequence of learning.

¹For explanations and help in assembling this St. Paul account, the writer is most grateful to Nolan C. Kearney, Assistant Superintendent, Research and Curriculum, and Forrest E. Conner, Superintendent.



QUALITIES FOR A CURRICULUM DIRECTOR

There is general belief that curriculum committee membership for the various projects should be determined by the teachers of the instructional areas or levels affected by the work to be done. In fact, as indicated elsewhere in this description of the St. Paul procedures, the entire organization for curriculum work is based on teacher planning.

In keeping with this point of view pertaining to teaching guides, the committee discourages the practice of close adherence to a textbook as a course of study. The stimulation of committee work to develop resource materials stems to a great extent from the desire of teachers to build up a broad range of instructional materials. And, likewise, each time a resource bulletin is issued, the teachers are reminded that it is not a course of study but a compilation of suggestions. The Steering Committee believes that teaching is done best in the school "where the teachers have the greatest possible freedom, consistent with the American way of life, in meeting the obligations that they have to the children in the school and to the society of which they are a part."² There is no feeling on the part of the teacher that he is operating in a fish bowl. However, he is aware that teaching cannot take place in a vacuum.

That education is a state function and that the state superintendent's office can be looked to for leadership are well recognized in the St. Paul curriculum program. The Steering Committee accepts with gratitude the assistance provided by the State Department of Education in curriculum construction. Teachers are provided with the state bulletins issued in their respective teaching fields and

² *Basic Curriculum Organization*, St. Paul Public Schools, 1954, p. 12.

are invited to use them in the same manner they would take advantage of those published locally.

The committee has stated that curriculum improves as teachers improve, and that teachers improve through the stimulation resulting from better resource materials, instructional supplies, equipment, and insights into teaching. This point of view is implemented through the co-operative approach to instructional problems by teachers who are themselves working in a truly democratic atmosphere.

The committee has pointed out that many developments in related fields have implications for teaching—sociology, social psychology, anthropology, psychiatry, to name a few. But it likewise sees the danger of placing impossible burdens on teachers in service if study programs go too far in the attempt to make such materials available in usable form. After all, a teacher carries a full job in the classroom and any study program must represent a reasonable addition.

The Steering Committee views teaching as a highly skilled profession, with constant advances in knowledge just as in the other professions. Likewise, the goal is that of making teaching a “soul-satisfying” profession by overcoming through co-operative study programs those things that make it burdensome.

One of the most astute observations of this group which guides the curriculum program is one dealing with the atmosphere that is needed when a portion of the staff of a school or a school system sets out to make noticeable instructional changes while others go about their usual business. In explaining the graceful position that both parties can hold, this statement is made:

The best professional morale exists where teachers respect one another in their attempts to improve the educational process. The teacher who wishes to try a new approach, if it is carefully planned, is to be admired and respected as much but no more than the teacher who examines the promise held in a new proposal and decides not to try it. The Steering Committee will assist here in insisting that status be given its teachers in terms of their sincerity and their effort. It must never become necessary for teachers in St. Paul to criticize one another in their mutual efforts to try out methods and materials that give promise of improvement; or in their desire to cling to those principles or practices that have proven of value to them.³

Review of activities. The Steering Committee sponsors and directs curriculum committees and in-service education committees, sets up workshops and demonstrations, arranges for speakers, sees that handbooks and bulletins are prepared as needed, acquires and encourages the use of instructional aids, and attempts to stay within the area of instruction and to avoid matters that are clearly administrative.

History of the Steering Committee

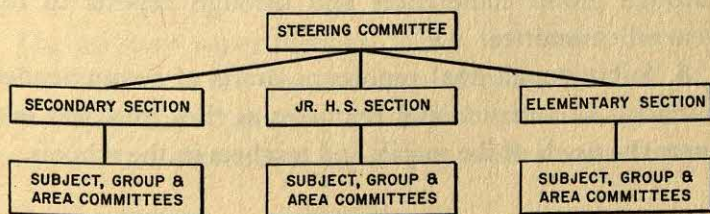
The Committee was established ten years ago by the Teachers' Board as the guiding hand of a program for curriculum improvement. Teachers were approached with the idea and volunteers were asked for and considered in determining the membership of the new group. A list was provided for the superintendent from which he could make a final selection. From the beginning it was anticipated that this new study program should (1) develop

³ *Ibid.*, p. 13.

into an in-service training program for teachers and (2) make provision for the continuous revision of the curriculum. It was suggested that the first Steering Committee might want to:

1. Make a general study of curriculum problems.
2. Consider and, if necessary, make revisions of the existing statements of philosophy in St. Paul curricula.
3. Do the same thing for over-all objectives.
4. Create subcommittees as necessary, publish names of members in the minutes, and provide copies to the superintendent and members of the Teachers' Board.
5. Make recommendations concerning such items as research in curriculum problems at the local level, testing in relation to curriculum construction, remedial programs, provisions for continuous revision, bibliographies and library resources, instructional materials and equipment, community curriculum resources, the relationship of curriculum to method, and the delegation of functions to subordinate committees.
6. Keep teachers, superintendent, principals, and supervisory staff informed of all the projects underway, through well-kept minutes and resulting bulletins.

At one point early in the planning it was suggested that the Steering Committee might wish to reorganize into general committees as follows:



The General Committees may:

1. Consider over-all philosophy and objectives as they may be adopted.
2. Relate them to the level involved.
3. Recommend subcommittees for various grades, subjects, and special areas that require the attention of curriculum groups.
4. Recommend a course of study or list of courses in terms of the philosophy and objectives.
5. Recommend double track courses and/or other devices for caring for individual differences.
6. Recommend procedures for meeting the curriculum needs of the community served.

The Subject, Group, and Area Committees may:

1. Study the curriculum and objectives.
2. Study curriculum and instruction materials in their field or specialty.
3. Decide on the mechanics of how to attack their problem within the limits of the machinery set for them.
4. Recommend a secretary or a group to write up one or more of the phases of the curriculum. Sometimes a teacher may be relieved of classroom work or employed in the summer to do so.
5. Co-ordinate their work with that of other committees through group conferences and through reports to the general committee.
6. Submit such final reports or drafts of recommended curricula or instructional resources as they may feel best meet the needs of the pupils and teachers in the schools.

Organization of teacher groups. It was pointed out that some teacher groups are organized outside the jurisdiction of the Steering Committee—for example, mathematics teachers, foreign language teachers, and many others. The Steering Committee encourages teachers to belong to at least one such locally organized group. It urges these groups to accept curriculum improvement as one of their responsibilities. Members of these groups may be willing to accept appointment to curriculum committees, to participate in workshops, and to help in other aspects of the official program.

THE CURRICULUM OFFICE

The curriculum staff in the central office is relatively small as far as regularly assigned employees are concerned. The administration points out that the curriculum staff is really made up of hundreds of teachers who serve on committees, prepare units, submit suggestions, or otherwise assist in the program. The full-time professional staff consists of the following:

1. Assistant Superintendent in charge of research and curriculum.
2. Elementary school curriculum supervisor.
3. Secondary school curriculum supervisor.
4. Curriculum resource teachers.
5. Stenographers.

The assistant superintendent heads the entire instructional division of the school system, carrying the usual administrative and supervisory duties that usually fall to that position. The curriculum supervisors work at a variety of

things, as is typical in American school systems holding responsibility for instructional leadership on the supervisory level. Their purpose is to bring about curriculum improvement. These various duties are reviewed in this list, which was issued for the purpose of suggesting to teachers the types of assistance available from the Curriculum Office:

1. They co-ordinate the various activities within the curriculum development program.

2. They serve as executive secretaries for the Curriculum Steering Committee.

3. They work with and sometimes serve as members of curriculum committees.

4. They serve as members of various other school committees.

5. They help plan, carry on, and evaluate workshops.

6. They serve as liaison persons between administration and teachers and others.

7. They edit or write curriculum materials: "Curriculum Notes," Curriculum Bulletins, committee reports, resource units, etc.

8. They help plan, carry out, and evaluate fall opening week meetings.

9. They help individual teachers and principals who ask for help with curriculum problems.

10. They help teachers and curriculum committees obtain needed materials.

11. They carry on and help others with action research to improve school instructional practices.

12. They help other supervisors to provide items for the "Staff Reporter" and for the radio and daily press.

13. They work with professional organizations on national, regional, and state as well as local levels.

14. They encourage co-operation in various in-service education programs.

15. They co-operate with the university and colleges in efforts that are mutually beneficial.

16. When necessary or advisable, they serve on various lay committees in the community.

17. They help to interpret instructional procedures to parents and the general public by serving on panels, speaking, writing, etc.

The staff library. An extensive professional library, which includes curriculum materials, is maintained as a feature of the Curriculum Office. There is a librarian in charge. Teachers are urged to visit the library to discover the resources in books and magazines there, and to secure the help available to them as individuals or study groups. The service is available to teachers who are working on committees or who are enrolled in college or university courses.

Study Projects

As is a growing tendency in the in-service training programs in American school systems in general, there is no fine distinction drawn here between curriculum committees and workshop study groups. A committee that is organized to explore an area of interest may very well settle down as a workshop study group with a specified schedule and a definite accounting of work in terms of in-service credits.

Workshop schedules. Most elementary workshops are

set up for six sessions of one hour and forty minutes—4:00 to 5:40 PM, usually on Thursday. However, a few have run for nine sessions and some for three. Secondary workshops follow the same time requirements except they begin a half hour earlier due to earlier school dismissal at that level. Administrators' workshops are usually set up for all-day meetings, broken down to provide for smaller groupings in keeping with special interests.

The elementary workshops conducted the past year were: Science, Individual Differences, Parent-Teacher Conferences, Reading, Elementary Principals, Art Education, Music Education, and Visual Education. The secondary workshops were: Individual Differences, Mathematics, Science, Opening Week of School, Secondary Principals, and Junior High School.

In-service credit provided. In-service credit is given for workshops that do not meet on school time, it being determined that double payment—either direct or indirect—cannot be provided for service rendered. The amount of credit given for any workshop parallels the time involved in university courses, that is, twelve fifty-minute periods for one credit. More credits ($1\frac{1}{2}$) or less credit ($\frac{1}{2}$) may be given on the same time basis.

An In-Service Training Committee, composed of teachers and administrators, evaluates workshops to determine the amount of credit to be given, based on the time devoted to the work and the background of the consultant. The latter must be a college instructor, or his background must approximate college instructor level. In most cases, no credit is offered for administrators' workshops.

Consultants are selected by teacher committees and administrators. Most consultants are local university or col-

lege professors. Some are brought from distant places for concentrated workshops. Since teachers are encouraged to meet together to discuss subjects of common interest, workshops often grow out of the requests of such groups.

CURRICULUM RESOURCE TEACHERS

The plan of bringing into the central curriculum office for a limited period teachers to do the concentrated work on curriculum projects underway is common in city school systems. This system keeps the curriculum developments close to actual classroom needs. However, perhaps few have gone as far as the St. Paul system in placing the responsibility for the selection of these resource people upon the teachers themselves. The selection procedures to be followed are these:

1. Election of resource teachers shall, if possible, be held at least $2\frac{1}{2}$ or 3 months before the end of the school year.
2. Each high school with teachers in the field concerned should be notified that a resource teacher is to be selected. The principal shall call the teachers of the area together and have them elect one of their number to represent them at a meeting in the education offices or at a predetermined place, for the purpose of nominating and electing the resource teacher.
3. The assistant superintendent in charge of curriculum, or a curriculum supervisor shall preside at the meeting. Any teacher present may make nominations until they are officially closed. Persons making nominations should be reasonably sure the candidate will accept the position.

4. A secret ballot election shall be held immediately after nominations are closed, each teacher present having one vote.

5. The three nominees receiving the most votes are then listed in one-two-three order. In case of ties, the names of those tied shall be listed alphabetically for the purpose of carrying out the next step.

6. The assistant superintendent in charge of curriculum, or a person designated by him, shall, as soon as possible, offer the position to the first person on the list. If this person does not wish to accept, the position shall be offered to the second person. If this person does not accept, the third may be asked.

Resource teachers are selected by their fellow members; they serve for one or two years; they assist teachers who wish their help—primarily to help find sources for materials and to exchange ideas with other teachers; they are granted wide professional freedom in their work; they are guaranteed the right to return to the class, subject, and building they held previous to serving as a resource person; they serve at no increase in salary; they never rate or evaluate any teacher, school, or teaching situation; and they are not supervisors or directors of anything. They are teachers, freed from the classroom for the moment to help other teachers.

Curriculum Bulletins

Curriculum bulletins of the St. Paul public schools have been prepared under the direction or with the approval of the Curriculum Steering Committee. They have been approved by the Research and Curriculum Depart-

ment and are given official identification numbers. They are developed out of the workshop study projects just described. Teachers are expected to have these bulletins at hand in their rooms for reference at all times.

In grades, areas, or fields that are not covered by local bulletins, teachers are encouraged to consider State Bulletins as the primary curriculum resource. In all cases, State Curriculum Bulletins are in the teachers' possession along with local guides and are regarded as a valuable resource.

Teachers are free to plan for themselves in the adaptation or modification of existing courses of study. They may wish to ask the assistance of supervisors and resource teachers in such projects, but the building principal is the one in authority in such matters. This does not mean that teachers will follow no plan. Adaptations and modifications are to be made for specific reasons and are to be planned carefully.

Among the local curriculum guides more recently prepared as a result of organized study are the Parent Conference Bulletin, the Arithmetic Guide, the Community Slide Kit, and the Field Trip Handbook.⁴

THE GUIDING POINT OF VIEW

The point of view or the curriculum approach that guides all this effort toward instructional improvement in the St. Paul schools has been expressed by the head of the curriculum division. It might very well stand as an inspiration to any curriculum study program in the country. It reads:

⁴The Parent Conference Bulletin is treated in Chapter 9.

The aim and spirit of our curricular program is constructive and developmental at the same time that it is experimental. There must be a continuous regard for procedures that will stand the test of democratic criteria. Rigidly prescribed outlines and rules must be avoided whenever possible, but reasonable limits must be held in mind.

Our curriculum approach has been to accept the outlines and the procedures that have been in use for years, and to make changes only as they are carefully studied and planned. In many cases, curriculum work has been primarily designed to suggest additional resources to the teachers and pupils, in order to assist them in the courses now in operation. In many cases, the central effort has been to stimulate teacher research, inquiry, and study.

Today in St. Paul, we are working to improve curriculum and instruction on the basis that teachers in the classroom are the key to betterment. They meet and work daily at the core of the educational process. All else in our educational systems exists to further the things that go on in their classrooms or under their guidance. They are in an ideal spot to participate significantly in the experimental process that will result in putting into practice the knowledge, new and old, that is available to us in quantities.

Teachers, for the most part, are highly professional. Their level of training and competence is increasing yearly. The rigor with which they are selected for training and for placement is becoming greater. We have known for a long time that the teacher is the crucial person in the determination of the many factors, tangible and intangible, in the healthy classroom situation.

Teachers need assistance in locating and securing the resources that are becoming increasingly available to

them. These resources include equipment and supplies, books, pamphlets, magazines, and a countless variety of other printed materials; audio-visual aids; proper building facilities; specialized services such as guidance, resource teachers, and visiting-teacher services. They include, as well, various other things of a material and personal nature that contribute to the effective education of young people, such as new methods, new attitudes, new approaches to meeting the needs of children and society.

It may be that no teacher will need or be able to use at any one time or in any one specific situation all of the materials and services that are or will ultimately be made available. He should, however, know or be able to find out quickly what is available to meet the various needs that constantly arise in a modern American classroom.

The resource most difficult to use fully is the vast and constantly increasing store of knowledge regarding learning, growth, and development, individual differences, guidance, parent-teacher conferences, social psychology, cultural anthropology, mental hygiene, group dynamics, psychometrics, and sociometry. Research in all of these fields and in many others throws light on daily classroom problems. This means that we must try to provide the teacher with a knowledge of the type of information available or with readily available sources from which to obtain it when the need arises. Such information cannot be dished out in capsule—lecture or recitation—form according to any simple symptomatic formula. Human nature and learning are not like that.

Teachers on the curriculum committees are conscious of these facets to our problem. They have experimented with suggested curriculums, with adaptations of curriculums to temporary emergencies, with resource units, with core programs, with resource teachers, with lecture series,

with trips to visit new buildings, with workshops, with curriculum notes, with mimeographed bulletins, with opening week programs, with supervisor's programs, with summer and extension courses, and with teachers assigned to curriculum writing during the summer months. They have continued to use the supervisory and administrative machinery that served so long and so well in St. Paul, while trying to supplement it on an experimental constructive basis.

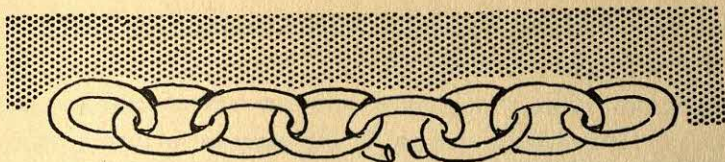
In the free, wholesome, co-operative and professional approach to the improvement of our teaching lies much of the joy and excitement and romance of our jobs. It is to this ideal that the curriculum committees have devoted themselves.⁵

The Hub of the Program

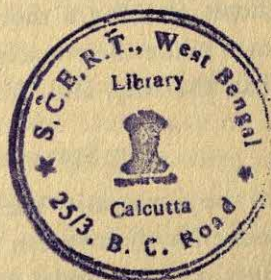
As has been revealed in the description just presented that the hub of the in-service program in the St. Paul schools is the Curriculum Steering Committee, which is tied into the curriculum office. It is the sounding board for the teachers as they make known their instructional concerns and it is their instrument for effecting study and eventual revision of procedures. Although specific in its organizational features, it assures a flexibility in study that respects the position of the teacher as the heart of the instructional program.

Since instruction is a unified effort of a school or a school system linking the work of all teachers, the ineffective classroom represents the weak link that threatens the entire chain. The St. Paul approach to instructional improvement reflects the currently popular point of view

⁵Nolan C. Kearney, *Basic Curriculum Organization*, op. cit., pp. 2-3.



that attention must be given to over-all improvement of the instructional program in a school system rather than to only the weak classrooms. The latter are strengthened in turn by this wholesome approach, which also involves the master teachers.



THE STORY OF ONE YEAR'S IN-SERVICE STUDY

THE STORY OF CURRICULUM STUDY IN THE CITY OF AUBURN, Maine, reads like a diary, and this chapter represents the sequence of events for one year as taken from that record. Group concentration upon their instructional problems has been considered important enough to the staff to close the schools one day a month, the children going off on their own while their teachers remain at school to ponder the what, the why, and the how of their jobs.

THE SETTING OF THE SCHOOLS

As to the community itself, there isn't anything unusual to account for the concern over curriculum. Auburn is a residential and industrial community of about 25,000 people, the typical counterpart of the hundreds of such small cities scattered from coast to coast. The distribution of schools likewise seems familiar—

- 1 high school of 800 pupils,
- 2 junior highs of 600 and 400, and
- 12 elementary schools housing over 2,500 pupils and ranging from one room to twenty.

The school system boasts no fancy supervisory staff, the responsibility for both administration and supervision being carried by the superintendent, the junior and senior high school principals, and three supervising principals in the larger elementary schools. But in the pattern of the in-service program is found the help from the college campus, a practice that goes back for some years in the Auburn scheme of in-service training. Likewise in the record is the in-service stimulus of a joint lay and professional evaluation of the school system. The year of study that is reported here was initiated as a next logical step following the evaluation program of the citizens and teachers.¹

The school budget is trimmed down to cover the essentials of a public education for the girls and boys of Auburn. There are no extras for an in-service study program for teachers, just as there are none for special supervisors. Even though there was no budget item for in-service study for the year under consideration here, nevertheless consultants were brought in from the University of Maine. Not being willing to pass up such a program when interest was running high, the participants themselves paid the bill. Of the 162 teachers, 140 of them paid tuition and earned three hours of university credit through the study.

ESTABLISHING THE GOALS

The teachers approached the study of their own jobs in the logical and meticulous manner that teachers plan the daily lessons for their own classrooms. It called for the

¹ The writer is appreciative of the help of Robert S. Ireland, former Auburn Superintendent, in submitting bulletins pertaining to this program.

definition of goals, both remote and immediate, and for structure organization. Pencil and paper—the standard tools of the trade—were put to use in charting the year's course. The objectives were set out in the first curriculum bulletin of the year, prepared in August by a representative committee and distributed to every teacher and principal in every school. The guideposts read:

Major Objective:

To initiate the policy of continuous curriculum study and revision as necessary in order that the schools of Auburn may continue to serve the children in the best manner possible.

Specific Objectives:

To develop for publication an outline of a desirable program in each of the major learning areas for pupils in the elementary schools, grades junior primary through six. It is proposed further that this outline be supplemented with specific suggestions concerning instructional practices, materials, and sources of curriculum guides to illustrate the type of program.

To develop for publication an outline of a desirable program in general and in specialized education in the secondary schools, grades seven through twelve. General education will be considered that part of the program emphasizing activities in which men engage in common as citizens, workers, and as members of families and community groups. Special education will include programs specifically designed to prepare students for further education or toward the development of valuable skills for im-

mediate employment. Specific course programs are to be defined within each area and supplemented with illustrations as necessary.

Immediate Objectives:

To develop for discussion by the entire staff a tentative program outline in each of the fundamental learning areas in the elementary schools. It is expected that many specific areas within the major areas will be incomplete or un-

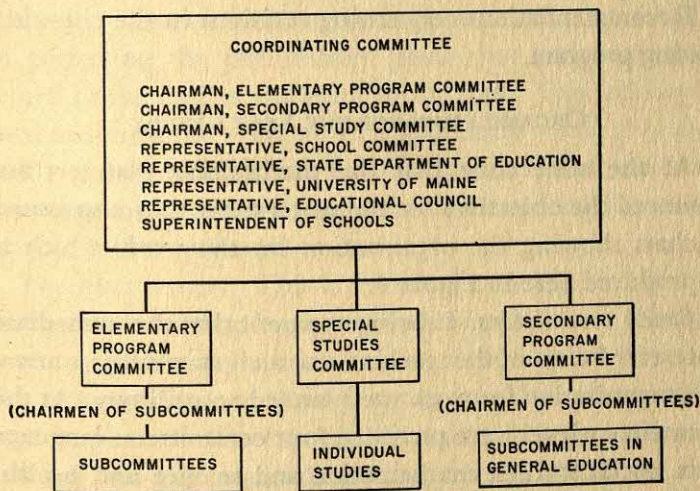


Figure 4. Organization for Curriculum Study, Auburn, Maine.

touched during this year's study. In the secondary areas the immediate objectives would be similar in the preparation of tentative outlines for discussing but would be limited to the areas of general education. The third objective might be the completion of some special studies contributing to the longer-range goals above.

Other Possible Future Objectives:

Recommendations concerning city-wide textbook adoptions for the elementary schools and of policy to govern future textbook selection.

Recommendations concerning pupil evaluation, the reporting of same, and permanent record cards.

Recommendations concerning space, equipment, and arrangement of additional school housing facilities for the near future.

Recommendations concerning revisions in the city-wide testing program.

ORGANIZATION FOR THE YEAR'S STUDY

At the same time that the preliminary planners announced the objectives for the year's study they also issued a chart showing the organization for the work, which is reproduced here in Figure 4.

Study committees. It being apparent that the immediate interest of most of the teachers was their own subject areas, the organization for work was planned accordingly. At the elementary level were provided four committees: language arts, social studies, mathematics, and science and health; and at the secondary level four committees in the same areas. Teachers were given a choice of committees.

A number of special matters which did not fit into the subject scheme were suggested as possible endeavors. They included: (1) employment opportunities in the area, (2) public opinion poll concerning schools, (3) analysis of standardized tests, and (4) child growth studies and their implications for school program.

Schedule of study. The schedule of work called for

monthly meetings of the full teaching and administrative staff, a full day being allocated each month for these workshop-type sessions. Special meetings at intervening times were provided as necessary for individual committees after school hours.

The inauguration of the program was provided through a two-day workshop just prior to the opening of school in September. The meeting was opened by an address by the dean of the School of Education of the University of Maine, the school that was to provide the consultants for the year. Most of the time during the two days was spent in perfecting the preliminary plans that had been presented in the August bulletins to the staff. The technique used to secure the opinions of a maximum number of the staff members was the buzz session. Its description that follows represents sections from the bulletin issued on the subject at the workshop.

The buzz session. This is one device for efficient group discussion involving large numbers of people. It may be used in considering some of the questions pertaining to the proposed in-service study program. It is frequently used in place of direct questioning from a large audience and has the advantage of putting several minds to the formulating of questions. It also retains a large degree of anonymity in the asking of specific questions. It works like this:

The entire group is divided into smaller groups of eight to a dozen people which meet separately for a specified time to discuss and formulate several questions concerning which the group would like answers. A chairman is appointed who then serves as spokesman for the group upon return to the main session.



BUZZ SESSION

To facilitate activities in the sessions, fifteen buzz groups were designated, with chairmen and room assignments. Chairmen were told to be sure introductions are made all around, to appoint a secretary to record questions decided on by group, to attempt to avoid domination of group by any one member, to give all members an opportunity to express opinions on all subjects discussed, and to stick to the subject.

To help the various study groups to secure maximum participation from their members, the consultant and the local planning group turned to a guide sheet that had been used by the Association for Supervision and Curriculum Development of the NEA. The guide, as distributed to the Auburn teachers, follows.

ASCD STUDY—DISCUSSION GROUP PROCEDURES²

What Are the Groups for?

To select, define, and work together on common problems.

To develop ideas and insights which will help solve the problems.

To identify persons and to get to know them.

To discover helpful resources.

Who Does What?

The point of view developed in the ASCD conferences is that all participants in a study-discussion group have responsibilities for all of the necessary functions in the group. These include leading, observing, recording, serving as a resource person, contributing to the flow of thinking, and the like. The following is a suggested list of designated functions intended

² Prepared by J. Cecil Parker, University of California, Berkeley, for use at a National ASCD Conference. Inclusion here approved by Dr. Parker and the Association.

to refer to assumption of chief responsibility by certain individuals and to insure that certain functions are performed continuously.

Each Group Member—

Helps decide on specific problems and ways of working as a group.

Contributes ideas and suggestions related to the problem.

Listens to what other members say and seeks helpful ideas and insights.

Requests clarification when needed.

Observes the group process and makes suggestions.

Assumes various roles as needed.

The Leader—

Helps group get acquainted.

Helps group establish ground rules.

Reports results of pre-conference planning for work of group.

Helps group proceed with planning and deciding.

Calls on group to clarify, analyze, and summarize problems and suggested solutions.

Draws out the "timid soul" and keeps the dominant person from monopolizing.

Knows particular contributions which different persons can make.

Assists recorder and observer.

The Recorder—

Keeps a record of the main problems, issues, ideas, facts, and decisions as they develop in the discussion.

Summarizes points and reports to group from time to time as needed.

Consults with group about kind of final reports they would like made.

Prepares resolutions and other final report with other designated members of the group.

Attends any scheduled clearing house or intergroup sharing committee sessions.

Prepares final group report and is responsible for getting it to proper clearing house.

The Observer—

Gives special attention to group process in respect to:

Formation and clarity of goals.

Degree and kind of participation and interaction.

Clarity of discussion.

Effectiveness of leadership.

Use of resources.

Process toward goals.

Helps group decide upon ways of evaluating group process.

Helps group observe and evaluate group process without losing sight of the content of the discussion.

Reports to the group, if asked, regarding observations.

The Resource Person—

Supplies information or material at request of group or when such seems pertinent to discussion.

Cites experiences at request of group or when such seem pertinent to discussion.

Assists leader in moving toward achievement of goals.

What Are Some Essentials?

Clear formulation of realistic goals.

Work on specific problems rather than large general problem areas.

Plan in terms of time available and all resources.

Maintain an atmosphere that is permissive and conducive to full participation.

Make consideration of ways of working an integral part of the effort of the group.

Each individual group member participates.

Physical conditions make a difference: best when everyone can be seen and heard.

Get acquainted: use names.

How Do We Secure Maximum Results?

Each person should do his own thinking. Don't try "to save time" by telling the group the right answer. The leader is not a group instructor but a guide trying to arrange conditions so that each will do creative thinking. Group discussion is not a debating society. We do not argue for the fun of it. The issues are of great importance; wise men disagree in their views; our task is to find more truth than we bring to any group meeting. We are participating in a co-operative quest. Our thinking is creative rather than combative.

Challenge contributions you cannot fully accept. Do not keep your disagreements quiet in the mistaken notion that it is better manners to pretend to agree when you do not. Make inquiry concerning the assumptions involved in the contribution. The "either-or" attitude is on the whole not fruitful. Search rather for new means that enable both sets of values to be pursued without clash. Our concern in co-operative thinking is not simply to choose between two ways we now know, but if possible to find a way of integrating the values of both, thereby creating an improved solution. However, avoid smoothing over differences. Differences should be proved with questions to make them clear and sharp.

Do not pass any important matter that is not clear to you. Sometimes individuals hear unfamiliar terms and assume that

everyone else must understand; hence they fear it would be humiliating to ask for explanations or illustrations. This is untrue. Have you not often been glad when someone else asked for clarification on a point on which you had been none too clear? Others may profit too, but you are in the group to learn, and you must not hesitate to ask.

Use special care to be fair to positions represented by a minority or not represented at all in the group. If you are aware of a position not being adequately represented, present it as its adherents would like to hear it stated, then explain your disagreement.

Be on the lookout for different uses of the same word. Call for illustrations whenever this difference becomes confusing. Do not wrangle over a verbal definition. Ask for a "such as."

Make discriminate use of short periods of silence. When there is some confusion over a diversity of opinions expressed, a minute of silence can do much to help members rise to a clearer perspective of what has been said. In suggesting this pause, the chairman should restate the precise issue under discussion. After the pause the members may be more able to co-operate in detecting the root of the disagreements. This may be in the partial nature of the experience and evidence used, or in a difference in the values. Try to keep in mind some ends everyone wants.

When discussion wanders, restate the question and get a new start. Sometimes, if the side-line is especially important, put it up to the group. "Shall we follow this interesting issue that has come up, or shall we return to the plan of discussion originally adopted?"

Utilize available time to best advantage. For every discussion there is available a limited amount of time. Each individual should help make it possible to utilize the time most effectively. To attempt too much in too short a time fosters a habit of slipshod and superficial thinking.

Do not monopolize the discussion. If you find yourself talking more than other members of the group, train yourself to pass over minor points and to speak on only a few carefully chosen issues. Make short statements, not speeches.

Stress basic problems and questions. Ask yourself which ideas, experiences, and differences are basic, fundamental, and most worth discussing.

Summarize (1) whenever a major point is finished before going on to the next point; (2) whenever the discussion has been fairly long, drawn out, or confused; (3) shortly before the close of the period. Try to use the words of members of the group, rather than your translation.

The important thing is interaction. Discussion should not be directed toward the leader. No two members of the group should get into a discussion "with each other."

Trust the group. There is no person in it who is not superior to the others in at least one respect. The experience of all is richer than the experience of any one. The group as a whole can see further and more truly than its best member. Remember that every member of the group is an individual just as you are.

PROGRESS THROUGH THE SCHOOL YEAR

Throughout the year the work in Auburn was stimulated and co-ordinated by means of bulletins circulated through the superintendent's office to all the teachers. Members of the Co-ordinating Committee prepared them. These materials reviewed meetings just held, announced forthcoming meetings, presented discussion topics, provided bibliographies, and explained operational procedures such as dismissal of pupils on teachers' monthly study days, collection of tuition payments, system for reporting the meetings, and duties of chairmen.

A curriculum library was provided for the study program in one of the schools, and a definite schedule of library hours was set up to suit the after-school convenience of the teachers. A simple directive to the chairmen of the study groups reminded them to appoint or elect a secretary and an assistant chairman, to introduce the campus consultant who might attend the meeting, and to see that the work of the group in question was tied into the overall study program. As to reporting the work of the various study groups, a simple and precise method was established, the report for each meeting including three things: (1) topics discussed, (2) decisions reached, and (3) plans for the next session.

A typical monthly meeting included: in the morning, an opening talk to the entire group by the campus consultant, a coffee break, buzz sessions treating consultant's presentation, and reports from study committees; and in the afternoon, group meetings. The afternoon group meetings covered a wide variety of general topics such as:

Health and Physical Education

Language Arts, Elementary

Language Arts, Secondary

Mathematics

Science

Social Studies, Elementary

Social Studies, Secondary

Employment Opportunities

Child Development

Permanent Records

Stimulation of the Program

Throughout the year the consultant, working with the chairmen and other local leaders, stimulated study and discussion by means of "assignment sheets," which presented topics for common consideration. For instance, these questions appeared in the first two bulletins:

1. What do we mean by education? Is training the same thing?
2. What should be the roles of a teacher in a classroom?
3. Should the public school be concerned with all that we mean by education?
4. If the school has a number of purposes, should these be given equal emphasis in the classroom or in the total curriculum?
5. With reference to all that students learn in school, what constitutes the curriculum?
6. What are standards in the public schools? Where do they come from?
7. Should standards be the same things as grade or course objectives?
8. Should student achievement be evaluated in relation to fixed standards or in relation to individual progress goals?
9. Should the educational needs of all the children and youth in Auburn have equal weight in shaping school policies and offerings?
10. To what extent should the curriculum emphasize the "here and now"?
11. What criteria should we establish for selecting subject matter?

12. Should the school indoctrinate?
13. Should the public schools of Auburn provide curriculum opportunities for the "all-round" educational growth of the boys and girls? If not, what kinds of learning experiences should be excluded?
14. Should some school objectives be primary and some secondary? If so, which ones should be primary? Which secondary?
15. What are the educational opportunities in our schools outside of the formal curriculum? Are the objectives of these activities as important as those governing the formal curriculum?
16. In the total school experience of a boy or girl should the "here and now" be emphasized as much as our "heritage"?
17. What criteria should we adopt for selecting subject matter?

In November there was drawn up by the Co-ordinating Committee a tentative philosophy of education for the Auburn schools, the proposal leading out of previous study sessions. This guiding statement, which follows, was considered at later study sessions during the year.

SYNOPSIS OF A TENTATIVE EDUCATIONAL PHILOSOPHY

1. As democratic citizens, we believe that all the children and youth in our community have equal moral worth. The welfare and happiness of each one, therefore, should count equally in shaping the social policies related to public school education. While recognizing the wide and numerous differences which appear among children, we nevertheless believe that all should have equivalent op-

portunities to cultivate their native capacities and become effective, contributing members of society.

2. We conceive of education as a process primarily concerned with the wholesome growth and development of boys and girls. Schools can exert a strong influence on such growth by modifying the thinking, the feelings, and the more obvious types of student behavior in certain desirable ways. Hence, the specific purposes of schools should be conceived as those changes in behavior which are deemed most worthwhile.

3. As teachers we believe that the public schools exist to meet the educational needs of boys and girls, and, in a broad sense, to perpetuate and promote the welfare of the communities which support these schools. To the extent that the teaching and the programs in our schools are directed toward these general objectives, to that extent are the community investments in public education wise and sound.

4. We accept the evidence accumulated over many years in both the fields of education and psychology that students learn best when they are prepared and guided by skillful teachers. The prepared learner is one who is ready to act in order to achieve goals which he understands and accepts as his own. The guided learner is one who, through his own activity, advances toward worthwhile goals with the minimum of frustration and the maximum of confidence. We recognize, further, that each learner is unique: in his rate of growth, his growth pattern, his growth potentialities, and his past experience. This helps to explain why any single learning situation can have widely different meanings for different students.

5. Good teaching is essentially a creative process. This

is seen in the artfulness required to carry out the traditional roles of the teacher as guide, helper, counselor, and trainer. But because learners differ individually, and because the learning situation is changing all the time, the teacher's task is literally one of creating a series of learning environments for each student as the class moves toward predetermined goals. This requires, among many other things, a degree of imagination and resourcefulness on the part of all teachers. It suggests, too, that frequent experimentation must be a characteristic of effective teaching.

6. We recognize and support the shift in emphasis which has come about in modern teaching—from hearing lessons to presiding over the all-round development of the children and youth. Although attention is centered upon the learners, it never loses sight of the society—its values, characteristics, and problems—in which the children live and will make their way. From this point of view subject matter and its acquisition are important in the daily programs, but any and all curriculum materials are important only to the extent that children can achieve desirable growth through their acquisition and use of these materials. Just as human qualities, character, and personality are many-sided, so the function of the modern school has become many-sided. To promote the emotional, aesthetic, social, civic, and economic growth of the students, in addition to their moral, physical, and mental growth, have now become the basic purposes of our schools.

7. It is realized, however, that the public school is only one education agency in the community. Further, it is realized that the modern school cannot perform all its functions with uniform emphasis and effectiveness. Ac-

cordingly, the school's primary concerns are with those special functions which our society has assigned to it over the years—The Seven Cardinal Principles, for instance. However, because of the profound changes which have occurred in family and community living in the last fifty years, additional burdens have been thrust upon the school. The school has now assumed greater responsibility for the health, recreation, and guidance of students; many schools have found it necessary to introduce such new studies as consumer education, driver education, conservation education, and a number of special programs dealing with preparation for the vocations. In short, our schools out of social necessity have become concerned with the all-round development of students.

8. In a broad sense the task of the school is to help students adopt the values and ideals of the society in which they live. This means that standards of excellence should be important in each phase of a student's experience at school. It is recognized, however, that standards of achievement should always be related to the purposes of the instruction and the developmental levels of the learners.

9. We believe that because our culture is undergoing constant change, our schools must likewise change. The shifts in educational philosophy, in community living, and the continued flow of new information derived from educational research are areas of study which the modern teacher must explore periodically in order to maintain a satisfying professional status. Only in this way can our schools keep pace with the times.

Working from Philosophy to Objectives

By March the Auburn teachers were preparing criteria for use in selecting materials for the proposed curriculum

guides. In this they leaned heavily upon the statement of philosophy, tentatively approved, and upon their readings in educational psychology and curriculum planning. In short, a review of the year's in-service curriculum study in this small Maine city reveals this logical sequence of steps in the program: (1) thought-provoking discussions about education in general, (2) formulation of a tentative philosophy of education for the school system, (3) development of objectives for the courses of study, in harmony with the philosophy, and (4) development of courses of study and other instructional aids for teachers.

There was a tendency at first to break down objectives into many classifications—major, specific, immediate, and future—but in time the process was simplified. Teachers became concerned simply with listing goals that would give direction to their classroom instruction as they worked with the curriculum guides in preparation. In the course of this work, the following criteria were issued to all study groups as an aid.

SOME CRITERIA FOR THE SELECTION OF CURRICULUM OBJECTIVES AND CONTENT

- A. Derived from the synopsis of a tentative educational philosophy
 1. Would achievement in the direction of these objectives help students acquire the values of wholesome living?
 2. By pursuing these objectives can students learn and have practice using the basic values of our democratic society?
 3. Is this objective too broad or remote for practical guidance?

4. Can we provide sound learning activities in order to help students advance toward this objective?
5. Are these objectives balanced with respect to the needs of the learners for personal and social development?
6. Is this objective in scale with the school's responsibility for dealing with it?
7. Do these objectives describe or suggest the changes in behavior desired in students?
8. Do these objectives emphasize patterns of thought and action rather than sterile information?
9. Would achievement toward these objectives allow students to deal in effective ways with everyday problems having some importance for them?
10. Can most of the students be expected to have some success while working toward this objective?
11. Do we have the facilities and teaching personnel necessary for progress toward this objective?
12. Does each of these objectives have broad public support in this community?

B. Derived from educational psychology

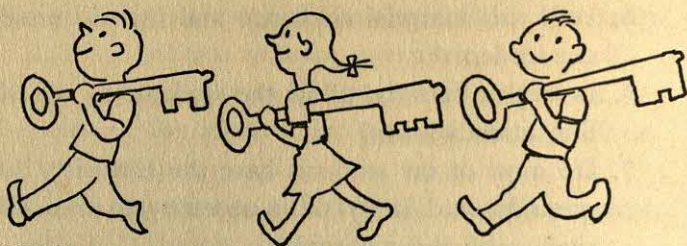
1. Is this material—information, skill, or new experience—related to the students' own spheres of living?
2. Can my students accept this material as being valuable for them? Can they find a purpose for dealing with it?
3. Can this material be learned through a variety of experiences, first-hand and otherwise?
4. Is this material known to be needed by most of the students?

5. Will this material challenge and interest most of the students?
6. Does this material allow the students to use what they already know?
7. Do most of my students have the maturity, backgrounds, and study skills necessary to deal effectively with this material?
8. Can this material be used in life-like learning situations and real experiences?
9. Is this material broad enough to meet the varied interests, capacities, and needs of the learners?
10. Will this material encourage both individual and group activity?
11. Will this material help students see relationships both within a subject field and between subject fields?
12. Does the organization of this material permit most students to find rapid interest and meaning in what they are learning?

Closing the Year's Work

As can be supposed, the teachers at Auburn closed their year's study program with some unfinished business. Just as any curriculum study venture, whether by individual teacher or group, and whether for one year or for five, this program represented but one small but important segment in America's continuous study of her school practice. As stated in the introduction to this chapter, this account represents a close-up of but one year of Auburn's study program.

The various subject groups speeded up their efforts in April to complete their work, but yet in the final reports



were found as many statements of future steps as there were statements of decisions reached and materials prepared. The Maine Commissioner of Education and the Dean of the School of Education of the University of Maine were present at the last session in May to help close the workshop.

The significant thing to record here is not what Auburn concluded about the instructional fields treated in the in-service workshop. Rather, the significant thing is that classrooms were bound to have taken on new life for both pupils and teachers following the stimulation experienced by the teaching staff in this workshop. The concentrated effort must have afforded the keys that opened many new educational vistas for the pupils.



HS

Perhaps most significant in the program just reviewed is the practice of dealing with the actual classroom work of the participating teachers. Every study group was organized to facilitate instruction at the grade levels and in the subject fields represented by the teachers in those groups. The dismissal of pupils once a month on the day the teachers carried on their study work was bound to have impressed the community that the schools were working at the job of instructional improvement.

A SMALL CITY FOLLOWS THE COMMITTEE APPROACH

THE NATION IS FULL OF CITIES IN THE 25,000 TO 50,000 SIZE range, and in turn the school systems of such cities are full of curriculum committees, study guides, and progress reports, just as are their larger contemporaries. The habit of taking time to jot down a teaching objective or to look behind a teaching technique to determine its working parts is just as much the characteristic of a teacher in the smaller city as it is the characteristic of the teacher in the larger.

Stratford, Connecticut, with a population of approximately 43,000, is such a city where curriculum progress is discussed and practiced. Most of the features of the city are not uncommon to many cities in this size range—a suburban residential area with some industrial development, a council manager type of city government, an elected school board of seven members, a fiscally dependent school district, 13 elementary schools (kindergarten through grade six), two junior high schools, one senior high school, and some construction underway to serve an increasing enrollment.

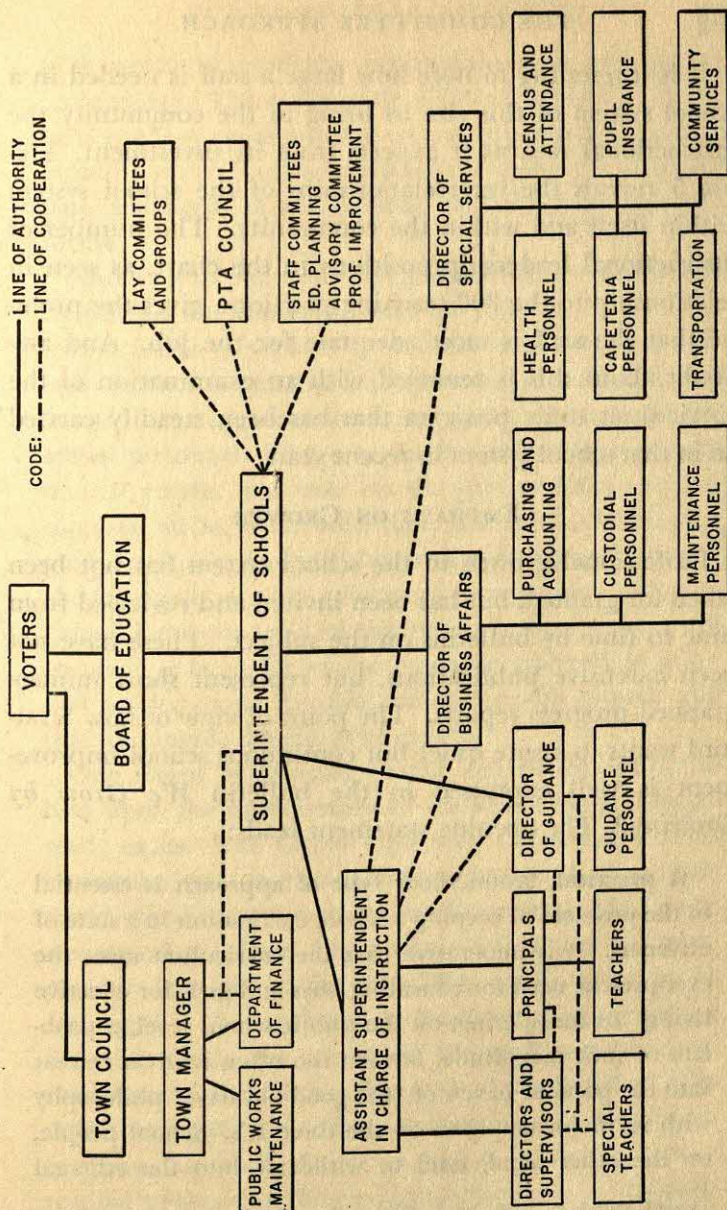


Figure 5. Organizational chart, Stratford, Connecticut, Public Schools.

It is interesting to note how large a staff is needed in a school system of this size to bring to the community the instructional returns it expects from its investment. Figure 5 reveals the interrelationships of the school system within itself and within the community. The number of instructional leadership positions in the chart, as seen in relationship to the 300 teaching positions, gives the promise that the staff is most adequate for the job. And any doubt about this is removed with an examination of the curriculum study program that has been steadily carried on in that school system in recent years.

EMPHASIS ON GROWTH

Professional growth in the school system has not been taken for granted, but has been invited and reviewed from time to time by bulletins on the subject. These have not been extensive publications, but represent short mimeographed progress reports. The point of view of how Stratford wants to assure quiet but continuous school improvement is well expressed in the bulletin *We Grow by Growing*.¹ The opening statement reads:

A practical, ground-floor type of approach is essential to the problem of keeping a school curriculum in a state of aliveness. It is imperative that the curriculum meet the ever-present need for educating boys and girls for effective living. In considering, on the public school level, a problem of such magnitude, laymen too often tend to retreat into the popular haven of "the good old days" philosophy with its major emphasis on the three R's. School people, on the other hand, tend to withdraw into the ethereal

¹ Issued March 3, 1952, by J. Oliver Carson, who is Assistant Superintendent in charge of instruction. Permission to use these materials has been kindly extended by Mr. Carson and Superintendent E. A. Cox.

blue world of academic profundities and pedagogical terminology. This is not to deprecate either of the above; rather, it is to point out that we live in a world of present actuality which is compounded of the contributions of the past, the needs of the present, and the hopes for the future.

Also, it is to point out that progress will be made only by sticking our collective necks out and putting our collective brains to work to try to solve our problems. The term "collective" implies a co-operative, co-ordinated, and hand-in-hand approach made by parents, citizens, and the school personnel. This term further implies a feeling of mutual respect and trust on the part of those working together, while, at the same time, it is expected that each group maintain its individuality and integrity and exercise its rights to make constructive suggestions and criticisms. Thus, the tenor of this report is that progress will be made only to the extent we make attempts to grow, that we determine the direction of desirable growth, and that we provide the means of growth.

One means of bringing parent and citizens efforts to bear upon the improvement of the school curriculum already exists. The Citizen's Steering Committee and its committee on the elementary curriculum have already made valuable contributions in this respect. Also, much curriculum growth of a very wholesome nature has taken place in Stratford in the past. This has been due to the high quality of educational leadership on the part of the Superintendent, the efforts of the staff members and teachers, and the constructive work of the Board of Education in organizing and supporting a good educational program. Especially worthy of note is the developmental reading program of the elementary schools and its parallel emphasis upon studying and understanding children.

At this point, the question of what is the need for growth might properly be raised. The need for growth and change in the school curriculum is the result of the larger process of rapid social and economic change which so aptly characterizes our present era. Because of these changes, the values which people hold and the needs that they have are changed or are increased or decreased in proportion of importance. Thus, we have the demands upon the school curriculum for such things as driver training, sex education, education for home and family living, character and moral training, the teaching of mental hygiene, more comprehensive guidance and health services, and extended program of vocational preparation. This need for a school curriculum that is adaptable to change can be illustrated by the statement that as compared to 25 years ago it now takes an education in order to cross a street safely.

Likewise, we must take account of the improvements and changes in the field of teaching brought about by the constant process of research, study, and experimentation. Also, we must consider that in order to give the best in teaching services to our children, we must constantly strive to make the teaching process more effective and to help increase the effectiveness of teacher personality. Therefore, we cannot assume that any given study of a problem makes further study of that problem unnecessary for a period of years. We must constantly be alert to improvements and ways of improving.

THE APPROACH TO THE SCHOOL STUDY PROGRAM

A four-step approach to the study program was outlined, which included (1) an appraisal of existing resources for growth, (2) the determination of the broader objectives to be achieved through the study effort, (3) the statement

of basic assumptions and working relationships, and (4) setting up the process by which curriculum improvement should take place, organizing the desired working groups, and fixing their areas of responsibility. As apparent in the summary of these four approaches which follows, the planning touched a wide range of personnel, both school and community.

Existing Resources for Growth

1. A co-operative, sincere, and sympathetic Board of Education.

2. High quality educational leadership on the part of administrative and supervisory personnel.

3. An "open door" policy on the part of the school administration.

4. Active, alert, and co-operative P.T.A. units and P.T.A. Council.

5. A great amount of interest in and concern for the welfare of the schools on the part of parents, citizens, and groups within the community. This willingness of parents and citizens to spend time and effort in studying and helping to improve the schools is shown by the fine work of the Citizens' Steering Committee and its several committees.

6. An excellent corps of supervisors and principals.

7. A large number of devoted and wholehearted teachers who put the welfare of children ahead of more personal needs.

Determining the Objectives

A question faced here, as in the case of any school system approaching curriculum study, was that of setting up

the objectives or goals to be achieved as a result of the effort. These were seen as guidelines for shaping and evaluating the program. Already existing in the school machinery was the Citizens' Steering Committee, a body organized to further the welfare of the schools. It was natural to consult this group and to consider the establishment of objectives as a joint concern of laymen and school personnel. As the program advanced into its different projects this approach was consistently followed.

Basic Assumptions and Working Relationships

As the work was undertaken, a limited list of basic working principles was issued from the central office. They represented a review of commonly accepted principles and practices in respect to working relationships, and for the sake of expediency were announced with the inauguration of the program. It will be noted that the thirteen points have in common the "ground-floor" approach indicated earlier as the desire of the administration.

1. The curriculum program must be an integral part of the total school program. Administration, supervision, curriculum improvement, and teaching must all be complementary parts of a total program.
2. Curriculum improvement should be a continuous process.
3. The plan of organization must make it possible for anyone to raise a problem or criticism and have that problem come directly to those responsible for its consideration and solution.
4. Parents, citizens, and lay groups have a valuable contribution to make to the process of curriculum im-

provement and should be encouraged and aided in their efforts to do so.

5. Those most closely affected should have a voice in the determination of policy and in planning.

6. Work is best carried forward by small groups, representative of the total group, which concentrates upon specific problems.

7. Everyone concerned should be kept informed as to planning and progress made.

8. There is need for many types of contribution and participation. Participation should largely be in terms of interest, need, and areas of competency.

9. All approaches to curriculum improvement should be "team" approaches and should reflect the considered judgment of those involved rather than the decisions and judgments of one person or a small group.

10. Forming judgments, carrying out evaluations, and making decisions should be shared responsibilities.

11. There is need for a careful co-ordination of the curriculum program so that the problems selected and the work of groups fit into a planned and intelligent approach to the problems that need to be solved.

12. Careful attention must be given to the articulation of the program between the levels of the school system. This must be accomplished by working closely with the secondary level on the aims, values, and approaches that will be employed in the elementary program and by having elementary committees study the articulation problems involved in their particular area and work with the corresponding group on the secondary level.

13. A curriculum improvement program must encourage and make possible the solution of problems on the

individual school and classroom level as well as on a system-wide approach. Such efforts are a highly desirable and important aspect of curriculum improvement. The results and values of such efforts should be carefully noted and made known to others.

Organizing the Study Projects

The fourth problem to be considered was that of setting up the actual process by which curriculum improvement should take place, organizing the desired working groups, and fixing their areas of responsibility. The work was begun in the elementary field and the teachers were brought in on the planning from the beginning. Any organizational decisions reached by the administrative staff were immediately made known to all schools to assure maximum understanding. Some of the details of this early planning are reviewed here just about as they were first made known to the entire school staff.

The Advisory Council. In order that the elementary curriculum improvement program may be an integral and complementary part of the total school program, all general curriculum plans are cleared through the Superintendent and the Advisory Council. The membership of the Advisory Council is composed of the Superintendent, the Administrative Assistant, the High School Principal, the Director of Elementary Education, the Director of Child Services, the Director of Guidance, two representatives of the elementary principals' group, and one representative of the elementary supervisors.

The Curriculum Council. The elementary principals and supervisors plus seven elected teacher representatives have been formed into a Curriculum Council to do specific

curriculum planning, to act as a steering and co-ordinated group, and to assist in the evaluation of the program as it progresses. The Director of Elementary Education serves as the executive officer of this group.

The responsibility for making and maintaining an adequate problem census is to be a function of the Curriculum Council. In this process members of the council are responsible for getting a comprehensive poll of the opinion of the groups or schools which they represent. The priority of such problems will be determined by the Curriculum Council and a schedule will be set up for their consideration based upon their degree of urgency.

The problems of inaugurating curriculum changes, and evaluating the effectiveness of such changes after they have been tried out, will be worked out by the Curriculum Council. The media by which everyone concerned shall be kept informed as to the purposes, plans, and progress of the curriculum program will be worked out by this council.

Lay participation. The Advisory Council and the Curriculum Council groups will welcome and encourage the interest and participation of citizens, either in separate committees or in joint committees of citizens and members of the professional staff. The Director of Elementary Education will serve as liaison agent to co-ordinate efforts in either type of approach. Recommendations of citizen's committees pertaining to the elementary curriculum will clear through the Curriculum Council.

It is understood that any person—teacher, parent, citizen, school official, principal, or supervisor—may bring problems and ideas to the attention of the Curriculum Council through any member of the council group or

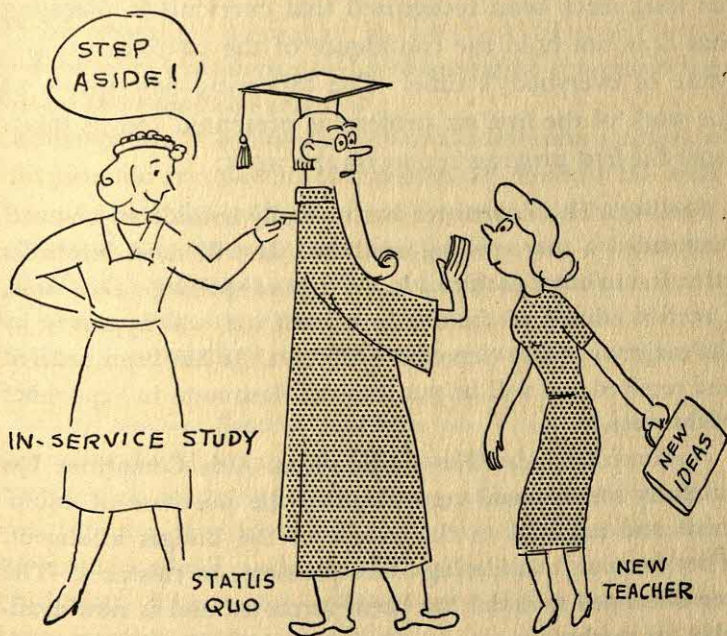
through the Superintendent, Administrative Assistant, or Director of Elementary Education.

Study groups. Smaller working groups or committees will be selected and organized by the Curriculum Council to work on specific problems. Teachers who represent the different levels and different schools will be asked to serve on these committees. The scope of the work of these committees will be outlined jointly by the Curriculum Council and the committees themselves. The Director of Elementary Education will help all committees organize and carry out their work, and attend all of their meetings.² These committees will clear all of their problems, suggestions, and reports through the Curriculum Council. Many of these committees will be continuing committees, although their personnel may change, so that continuous attention can be given to the problems that arise in their particular area of responsibility. Thus, these committees will be always available to help with the planning, implementation, and evaluation phases of the curriculum program.

Teacher responsibility. The responsibility of teachers has been clearly outlined in this specific nine-point statement: (1) The classroom teacher is the most important aspect of the curriculum. A planned curriculum becomes a "live" curriculum only with *good* teaching. (2) The teacher herself is part of the curriculum. Her personality, attitudes, and habits are learned by children. (3) Teachers have responsibility for making suggestions and constructive criticisms. These must be brought to the attention of the proper persons so that they can be adequately con-

² Recently this position was replaced by that of Assistant Superintendent in charge of all instruction.

sidered. (4) Teachers should strive to give objective information and judgments as they are needed to plan and evaluate the program. (5) Teachers should participate in committee work if they are interested in the particular problem and are able to take part. (6) Curriculum plans should be given a fair and honest trial by teachers. (7)



Every teacher should try to keep herself informed as to the plans and progress of the program. She will be assisted in this by regular progress reports. (8) Each teacher should strive to keep abreast of modern educational practices. (9) The proper interpretation of curriculum plans and changes to parents is a most important responsibility of teachers.

THE WORK OF THE EARLY CURRICULUM COMMITTEES

There was no intention in the early stages of the work to push study groups into something startling and foreign to the everyday concern of the teaching staff. The objective from the beginning was to see that any group effort reflected the interests of the participants themselves. It has long since been recognized that curriculum planning that does not hold the confidence of the participants is a waste of everybody's time. The following description of the work of the first six projects is presented just as taken from the first progress report on the work:

Spelling: This committee has carefully considered and recommended a new spelling textbook. It will now devote its attention to other problems in the area of spelling. This book, a revised edition of the one in current use, was approved by the majority of the elementary teachers. It has been ordered and received and will be put into the classrooms in September of this year.

Audio-visual aids: The Audio-Visual Aids Committee has carefully selected and recommended the purchase of equipment and material to the extent of the budget allotment. They are now considering other problems in this area. The recommended material has been purchased and is now available for teacher use.

Health: A temporary committee composed of the three school nurses and three principals was set up to select new health materials. Since this committee worked under a definite time handicap, it did not include teachers. It will be replaced by a more widely representative committee. A selection of the most desirable health textbooks was made and recommended for purchase. It was possible to purchase such books at the present time for fourth, fifth, and sixth grades.

These books have been received and are in the hands of teachers.

Reporting practices: A committee of school personnel and a member of the Citizen's Committee on the Elementary Curriculum has been set up to study the need for improving the present reporting practices. This committee will implement, as far as practicable, the recommendations of the Citizen's Committee that have to do with reporting practices. At present this committee is engaging in study and orientation work preparatory to considering and recommending changes in the existing procedure and materials.

Kindergarten: A committee of four kindergarten teachers, a principal, and two parents of kindergarten children has been set up to study the problem of readiness for kindergarten. It is suggested that the report of this committee take the form of a handbook for parents and be issued as the third of the series of "Little Books for Stratford Parents and Teachers". At present, this committee is engaged in orientation and study work.

Faculty studies: Several problems are being studied and experimented with on an individual school or classroom basis. Three schools are trying out one approach to character and moral training. Another school is working out the values and problems of a school museum and is setting one up as a school-wide project. Three other buildings are studying the problem of slow learning children in reading.

After Two Years of Study

After two years of work, inventory of the progress of the study program was taken by the school system as a whole.³ Noticeable was a significant change in the mechanics of the organization. The Curriculum Council, the guiding unit

³ *Curriculum Progress Report No. II*, Stratford, Connecticut, Public Schools, May 6, 1954.

of the program, was reorganized to include two teacher representatives from each grade and one from the special classes, the original membership having been limited to administrative and supervisory personnel. In the progress report issued at this time, the work of four of the first five study groups is again summarized, and carried here as in the report:

Spelling: After discussion at two Curriculum Council meetings it was decided to inaugurate a program of remedial spelling using materials and procedures developed by a consultant of the State Department of Education. This program is being carried out on a trial basis for the remainder of this school year in grades four, five, and six. Its purpose is to provide a special kind of work which will give pupils command and mastery of a basic spelling vocabulary. This approach will be used only with children needing remedial help. After this trial period it will be evaluated to see if this approach to spelling should become a definite part of our curriculum.

Audio-Visual Materials: Each year audio-visual materials are added to the extent of the budget. To date over 300 filmstrips are catalogued and available to teachers. Special attention has been given to buying filmstrips that will fill the need for additional reference and study materials in those curricular areas where such material is lacking or is insufficient. During the next school year it is hoped that approximately 100 additional filmstrips can be added to this collection. It is to be noted that more projectors and other audio-visual materials are being used in the elementary schools than have ever been in use before. Manuals listing the titles and call numbers of the filmstrips and recordings available have been issued to each teacher. It is hoped that these can be revised next year to include a brief annotation of the item. Card catalogues of the visual materials are in each school and are kept up to date when new materials are added.

Reporting practices: The committee which was working on reporting practices at the time of the first curriculum progress report has carried their work to completion. The recommendations of the Citizen's Curriculum Committee were accepted by this committee as guides for their work and after considerable study the committee developed a statement of philosophy which incorporated the recommendations of this committee. Since the implementation of this philosophy indicated a rather radical departure from the usual type of report card, careful study was made of the entire problem.

The following steps represent the further development of the reporting practices: (1) Preparation of tentative report card form and Teachers' Manual. (2) Approval of tentative form by the Curriculum Council, the Superintendent, and Board of Education. (3) Series of meetings held to acquaint teachers with the philosophy and content of the tentative form. (4) Meetings held in each school to acquaint parents with nature, purposes, and philosophy of tentative form (all meetings were well attended). (5) Trial use of tentative form during school year of 1952-1953. (6) Circulation of an evaluative questionnaire to *all* elementary teachers and parents during spring of 1953. (7) Tabulation by the Committee, of results of these questionnaires showed a large majority in favor of the tentative form and procedures. (8) A meeting was held with all teachers to further clarify the philosophy and principles of the reporting practices. (9) Modification of the marking scale from a three-point to a four-point scale was made by the committee in keeping with the requests from teachers and parents. (10) The report card and reporting practices were put into use on a semi-permanent basis with the understanding there would be periodic evaluations of their effectiveness. (11) All developments in this process were discussed and approved by the Curriculum Council.

Kindergarten: During the past two years the kindergarten teachers have worked as a committee of the whole in discuss-

ing and agreeing on common practices and procedures. The following are definite accomplishments of this committee: (1) Standardization of types and quantities of equipment needed. (2) Agreement as to suitable activities for developing auditory and visual discrimination and general reading readiness. (3) Agreement as to desirability and use of certain materials, e.g., kindergraph, record albums, etc. (4) Development and issuance of "On Their Way," Little Book No. 3 for Stratford Parents and Teachers. (5) Development and use of a revised reporting form.

At present this committee is preparing an outline of topics around which good ideas for materials, procedures, equipment, etc., can be organized and shared with all the kindergarten teachers. Such suggestions will be dittoed and included in each teacher's notebook under the appropriate heading.

EXTENSION OF THE STUDY PROGRAM

The work of the original committees was but the nucleus of the larger program that was advanced the first two years. Virtually every instructional field in the elementary school curriculum came in for review. In addition, ways of working were perfected which have since assured the school system the easy access to solutions to its everyday problems as well as to its long-range instructional questions. The teaching staff has easy access to the community, and the public, in turn, has easy access to the schools. The progress reports treating the miscellaneous projects carried out the first two years follow. The easy, yet effective way of approaching the job is apparent throughout these descriptions.

Elementary School Objectives

The statement of objectives alluded to in the first progress report has been completed. The statement of objectives after

much study and modification was issued by the committee to the Citizens' Steering Committee. After approval of this group it was reported to and received the approval of the Superintendent and Board of Education. Following the recommendation of the Committee, the report was next issued to all the elementary teaching personnel. It was discussed in building meetings and was accepted by the teachers and principals. The report was then released to the press and received a very favorable play in the local newspaper and many favorable comments from townspeople. Copies of the report were provided for all new teachers.

Arithmetic Committee

A committee on Arithmetic was set up by the Curriculum Council to study and recommend a new arithmetic series, since the books now in use are old, rapidly wearing out, and need extensive replacements. The following steps have been taken by this committee: (1) Development of viewpoint as to philosophy of program. (2) Development of list of criteria to be used to evaluate arithmetic books. (3) Circulation and tabulation of questionnaire form to teachers to get their likes and dislikes of the present system. These results were used as a further guide by the committee in selecting texts. (4) Selection of four sets of books for exhaustive study. These books were submitted to all the teachers of the school represented on the committee and their written reactions and evaluations were obtained. These were summarized and a final selection was based upon them. (5) Approval of the recommended set by the Curriculum Council. The set will then be presented for the approval of the Superintendent and Board of Education.

Social Studies

The Curriculum Council approved a Social Studies Committee to evaluate the work in this field and to give special

attention to the selection of new instructional materials. The group first formulated a statement of the basic principles and objectives of the field. A detailed outline of the existing curriculum was then prepared and revisions were recommended to achieve better balance, continuity, and coverage. This phase of the work was completed with the approval of a tentative outline of revised topics by the Curriculum Council, Superintendent, and Board of Education.

Meetings were held with fifth and sixth grade teachers to explain the major changes that would be made in these grades. Copies of the suggested topics were sent out to the teachers of each grade. The Social Studies Committee evaluated and chose suitable textbooks for fifth grade history and sixth grade history and geography. These were purchased and put into use after approval of the Curriculum Council, Superintendent, and Board of Education. A series of three to four meetings were held with the teachers of each grade to work out the material to be covered under each of the suggested topics. This material was listed as concepts to be arrived at and thus leaves teachers free to organize their procedures, materials, etc., as best meets the needs of the learning situation. After approval of this material by the Curriculum Council, Superintendent, and Board of Education, its use will become general.

Library Books

Each year the schools are able to buy some library books. To assist teachers and principals in the selection of such books three bulletins have been prepared and issued. The first of these is an annotated and graded list of good books. The second is a list of recommended books that will fit into the areas of social studies and science where there is a need for much supplementary material. The third bulletin lists and gives descriptive material of magazines that are suitable for

use in elementary schools. This year a complete collection of library catalogues was compiled and sent to each school. It is to be noted that there is considerable emphasis on securing good biographical books. The increasing trend of children back to the wide reading of good books is also noteworthy. This reflects the efforts of teachers and librarians in encouraging good reading.

Instruction in Handwriting

Dissatisfaction with the results being attained in handwriting and the necessity of replacing worn-out books resulted in the review and study of the entire writing program. The committee set up by the Curriculum Council first prepared a set of criteria for a good writing program, studied all available texts in the light of the criteria, and then chose four sets for intensive study.

The study included meetings with the representatives of the companies, surveys of teachers' opinions, and further consideration of standards. The books chosen were then officially approved and once they were provided a representative from the company in question was brought in to help in the inauguration of the new instructional program.

Science

A committee was set up by the Curriculum Council to recommend a set of science books for adoption. This committee has more or less followed the steps as outlined for arithmetic above, with the exception that no questionnaire form was sent out to teachers, since there is no basal adoption in science at the present time. Two books have been chosen for the special consideration of teachers but these are being held at the present time to see if there will be enough money in the budget to purchase science books. If so, a final selection will be made and recommended for approval.

Reading

Since there were several problems relating to the reading program that seemed to be of recurring interest, the Curriculum Council set up a committee to study these problems and to make recommendations concerning them. After careful study and discussion, the committee made several recommendations regarding promotion, use of workbooks, modification of the program for fast-learning pupils, use of the readiness and achievement tests, revision of the Reading Progress Chart, use of supplementary books, and use of experience charts. All of these recommendations were approved by the Curriculum Council and, after being put into effect, have served to enhance the effectiveness of the reading program.

During the current school year, this committee was enlarged to include two parents and teachers from fifth and sixth grades. It was then asked to study the system of phonic training used in the basal readers as to its adequacy, coverage, and effectiveness. After a careful survey of practices in teaching phonics as recommended by such experts as Russell, Gates, Monroe, Durrell, Betts, Gray, and McKee, it was quite apparent that the system being used in Stratford is quite adequate if fully utilized. The material is carefully outlined, step by step, in the teacher's manuals. Every teacher has a copy of the manuals for her grade and is constantly encouraged to use them.

A suggestion coming out of this committee was that a handbook explaining some of the practices in reading be prepared for parents and be issued as "Little Book No. 4 for Stratford Parents and Teachers." The committee has worked out an outline of the material to be covered by such a booklet and this has been approved by the Curriculum Council. Work on preparing the text is going forward.

Case Study Form

At the problem census held at the first meeting of the Curriculum Council this school year, a need for revision of the Case Study Form was strongly expressed. A committee was formed to work in this area. The following progress has been made to date by this committee:

Collection of forms used by other school systems.

Research as to materials and procedures advocated by authorities.

Development of suggested forms to be used. These include a confidential folder, an inventory form that will show problem areas, an "interest finder" form, and a form that will suggest problem areas which teachers may want to elaborate on with written comments.

Certain recommendations as to recommended procedures will be worked out by this committee.

All such material and procedures will be submitted for approval when completed.

These materials will be used by any of the professional staff in making a case study of a pupil who has a guidance or adjustment problem. The materials call for co-operative sharing and pooling of information on the part of teacher, nurse, principal, and any other of the professional staff who have dealings with the individual pupil. Full use of the suggested materials will give adequate information as the basis for intelligent guidance.

CITIZENS COMMITTEE ON THE ELEMENTARY CURRICULUM

From the beginning this program has had close lay participation. The Citizens Committee is widely representative of the various sections of the community. The membership is composed of interested citizens who are

invited to participate in the work of the committee. This group has been self-perpetuating in that it has recruited new members to fill vacancies in membership.

This committee has acted as a liaison group between the community and the school system. It has helped greatly in interpreting policy, procedure, and philosophy to the community as well as in bringing problems from parents and citizens to the school people.

The committee has also acted as a study group and, after study, has made recommendations to the school authorities for consideration. On two occasions, after study, the committee endorsed aspects of the school program as being quite adequate and recommended that study be centered in other areas of need. It has considered such problems as the reading program, reporting to parents, and citizenship education. At times from this advisory and liaison group have been drawn members to work on production committees.

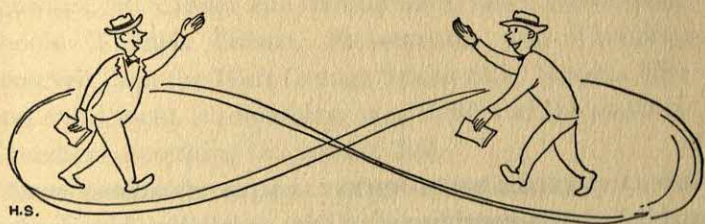
THE LEADERSHIP ROLE

The above description does not and cannot include all the many ways by which teachers, principals, and supervisors are constantly improving classroom practices. Such improvements go on all the time through the procedures found normally in school systems of this size or larger.

The accomplishments outlined above are indicative of the fine professional attitude that exists among teachers and staff personnel. All of the work has been done on a volunteer basis; no teacher is "drafted" to serve on a committee. Co-operative effort, the willingness to work for the welfare of the schools, and the willingness to give extra time to the job are all characteristic of the people who serve on these committees. The progress that has been achieved and the

growth that has been made is due, in a large part, to good leadership and organization as well as to the teachers' contributions.

As revealed in the organization chart carried early in this chapter, supervision is also provided in Stratford. In general, supervisors and directors perform a service to



teachers by assisting them in special areas such as art, music, and physical education. Staff members who set out on the trail of supervision meet themselves coming back on the road of in-service training. Each has responsibility for planning the broad experiences a pupil should have in the particular area and for assisting the teacher to make these experiences an integral part of the regular class program. All schools and all supervisors and directors work closely with the Assistant Superintendent of Schools. Some teachers may have had training or experiences in one or more of the special areas and thus need the services of the particular supervisor less than others. All teachers are encouraged to call upon the supervisors for help when needed.

Each year an extensive *Handbook for Teachers* is issued in mimeographed form by the Stratford Public School office. It reveals the care that is taken to provide an efficient and effective school operation. The machinery is there for the continuous improvement of instruction and there is no indication that it is going to gather rust.

PROVIDING A MULTITUDE OF STUDY INTERESTS

THAT CURRICULUM DEVELOPMENT IS MOST PROMISING WHEN established as a continuous activity paralleling the day-in and day-out continuity of instruction itself is so commonly accepted that there is little left to say other than how to go about it. The practice is more difficult to describe than the principle is to recite.

Continuous curriculum development does not countenance chance operation. It moves not by chance but only by planning. There must be an organizational framework behind this continuing enterprise, and it in turn can be expected to change from time to time. Consequently, in the case of a school system that proposes to carry forward its instructional improvement in this continuing manner, an examination of the program for a given number of years should reveal these changes in organizational approach. A school system in case is West Orange, New Jersey.

The Setting of the System

West Orange is located on the slopes of what is known in that vicinity as First and Second Mountain. Just five

miles west of Newark, this city of nearly 35,000 people acts as one of the numerous bedroom communities for Newark and New York, 90 per cent of its employed residents commuting to their work.

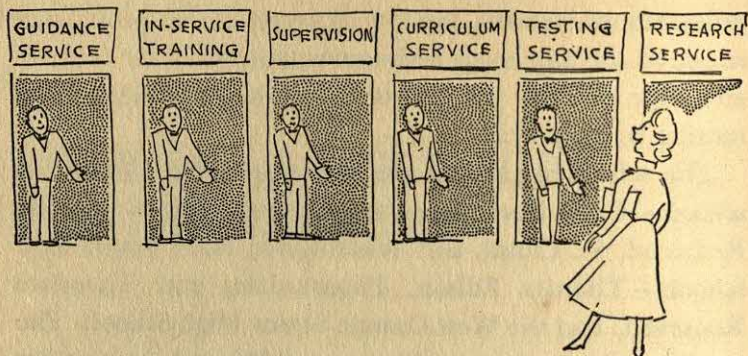
The school age group are served in seven elementary schools—Eagle Rock, Fairmount, Gregory, Hazel Avenue, Redwood, St. Cloud, and Washington; three junior high schools—Thomas Edison, Pleasantdale, and Theodore Roosevelt; and the West Orange Senior High School. The total enrollment is something over 6,000 and the number of teachers something in excess of 200.

Sharing with the superintendent and the principals the instructional leadership roll is a staff headed by the assistant in charge of curriculum and guidance and rounded out by a psychologist, the elementary supervisor, and the supervisors of vocal music, instrumental music, art, home economics, industrial arts, audio-visual education, and health and physical education. With only a few over 200 teachers to serve in eleven schools within a relatively small radius, these ten staff members are in an advantageous position to affect directly the work in the classrooms.¹ Supervision in the schools has been effective, and the teacher has found many doors leading to help.

A Time of Transition

The program of concentrated curriculum planning in the school system goes back to 1949 and falls into three pronounced parts: (1) the 1949 to 1954 period, (2) the 1954 to 1957 period, and (3) the immediate years ahead. The second represents the period of transition and the

¹ Materials from which this chapter was developed were supplied by Milton W. Brown and Harry W. Wenner, who were Superintendent and Curriculum Director at the time.



MANY DOORS TO HELP

third the planning for things to come. The pronounced differences between the first and second periods, and the variations in approach as planned for the third period ahead, give evidence of the necessary modification of organizational structure in a program of continuous curriculum development.

THE FIRST PERIOD OF CURRICULUM PLANNING

West Orange has had a curriculum director for seven years, the position having been first established to give attention to curriculum development and in turn to broaden the base of instructional responsibility by providing for teacher participation. Up until that time there were still in evidence, especially in the elementary field, the vestiges of the earlier American period of school supervision characterized by close supervisory direction of instructional practice.²

To stimulate the curriculum planning effort, \$4,000 was

² See Harold Spears, *Improving the Supervision of Instruction*, Chapter 4, "Supervision Moves into the Classroom," New York: Prentice-Hall, Inc., 1953, pp. 60-80.

provided in the budget to provide substitutes to free teachers from time to time to carry on curriculum work during the school day. This was accompanied by the provision of a curriculum office, conference room, secretary, and library in the central office. The early effort followed the common and practical approach of building the program study around problems considered to be important by teacher groups. In the case of new curriculum offices, perhaps there has been no more rewarding approach than this in getting something started. The plan is a natural one, respecting such guides as these:

1. Voluntary teacher participation.
2. A limited number of study projects.
3. A limited structural organization at the beginning.
4. Dissemination of information about the work without pressure for others to join.
5. Growth of the program through success of early projects and interest of first participants.

Behind the scenes—as well as in the open—the curriculum director spent much time clearing the way for the newly formed study groups to work with a minimum of hindrance from school operational limitations. Providing meeting rooms, time schedules, and materials; releasing teachers from classrooms and providing substitutes; and getting out the information on which a new school venture is so dependent were among these duties of the new office.

Curriculum Study Activities

The study programs that developed over the city were of two types, (1) those carried on by individual schools

and (2) those cutting across schools for their interest and membership. In time, an inventory of the curriculum program revealed these study groups at work:

1. Reading 30 members
2. English and Language Arts 13 members

Secondary Schools

3. Social Studies, K-3 17 members
4. Social Studies, 4-6 14 members
5. Community Resources 10 members
6. Interests and Needs 7 members

Senior High School

7. Youth Attitudes 30 members

Junior High School

8. Problems of Supervision 22 members

Again the mother of invention, necessity, soon tied the entire enterprise into the central curriculum office by means of chairmen, recorders, and reports. Each project provided its own chairman and recorder; the details of the meetings—from purposes on over to work carried out—were recorded and channeled into the central office. A network of communication and operation seemed to grow up almost of its own accord. The curriculum director followed up the study groups and attended as many meetings as possible as the pieces of the new program gradually fell into place.

College Consultants

The West Orange superintendent, M. W. Brown, had not been willing to launch the new curriculum program

on local initiative alone. Instead, as so many superintendents have done, he turned to a nearby teacher training institution to provide consultants' help for the early period. Agreement for the service was reached with the Horace Mann-Lincoln Institute of School Experimentation, Teachers College, Columbia University, a bureau set up for this purpose. This co-operative arrangement existed for the five years from 1949 to 1954, at which time the arrangement was terminated and the fully grown curriculum program went ahead on its own local strength.³

Central Curriculum Committee

Much of the early service of the college was directed toward organizational procedures. A Central Curriculum Committee was formed early as the clearing house for the study projects and various other aspects of the program. The membership consisted of eleven classroom teachers, seven administrators and supervisors, and four college consultants. This committee was the counterpart of the curriculum office as the crossroads of the system-wide curriculum effort. It suggested, it questioned, and it evaluated as it considered the numerous activities underway or contemplated. The first year it met twelve times and for the sake of later evaluation kept a detailed account of all proceedings.

THE TRANSITION PERIOD

The school year 1954-1955 can be properly viewed as a time in which there was a definite change in the West Orange way of organizing for curriculum improvement.

³ This early period of the West Orange program is described in Ronald C. Doll *et al.*, *Organizing for Curriculum Improvement*, New York: Teachers College, Columbia University, 1953.

This was engendered by two developments that could not have been foreseen when the original approach to the job was determined.

The first development represented the culmination of the working agreement between the Horace Mann-Lincoln Institute and the school system, this change being dictated by a shift in interests of the two parties. The college bureau wished to extend its services toward a narrow phase of curriculum improvement, namely, improvement of supervisory and administrative leadership. On the other hand, in spite of the mutual benefit received by both parties during the preceding five years, the West Orange administration felt that its most pressing problems were in the instructional field rather than the area of staff leadership.

The second development was brought about by continued growth of staff personnel in the system, thus inviting more concentrated attention to the question of more effective organization of staff for the improvement of instruction. The relative responsibilities of staff members in the work was a question that could not be passed off with a broad statement such as "Curriculum improvement is the business of everybody." This concern led to the examination of the possible roles of the different parties in the over-all operation. The school year developed into one of transition, representing evaluation of the effort to date and planning for the future. It represented taking time for a fresh look at the program. The curriculum director isolated the activities of the period as—

1. The attempt to determine the instructional improvement needs of the system

2. The continuation of instructional improvement activities initiated in the previous period
3. The effort to organize supervisory and administrative personnel into more cohesive units
4. The full recognition of the normal activities that come under the province of the curriculum and guidance office.

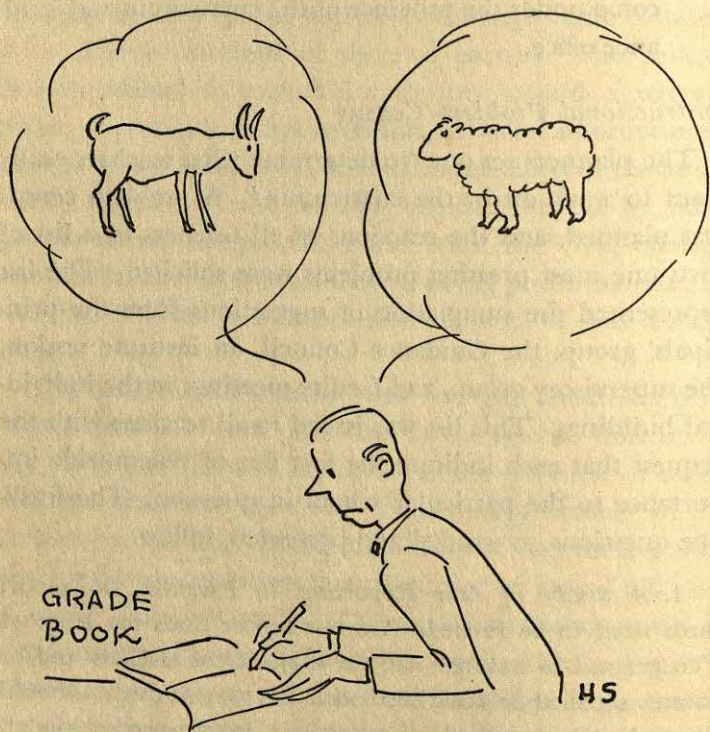
Instructional Problem Census

The planners set out "to determine what teachers really want to work on in the curriculum." A problem census was planned, and the reactions of all teachers to a list of forty-one most pressing problems were solicited. The list represented the summation of suggestions from the principals' group, the Guidance Council, an institute session, the supervisory group, and faculty meetings in the individual buildings. This list was issued to all teachers with the request that each indicate the first five of system-wide importance to the particular school in question. The forty-one questions, as worded and presented, follow.

1. *A Study of Our Reporting to Parents.* Do report cards need to be revised? Are our report cards too lengthy? Too general in nature? Are the majority of teachers and/or parents satisfied or dissatisfied with the present cards? Should we study other methods of reporting? Do we need a kindergarten card?

2. *The Elementary School Library.* Should the elementary library be centralized or de-centralized? Should all supplementary books in a building be made available to all teachers within that building? Should a committee of parents organize and run the library, or should this be primarily a school function? Are children being provided with ample opportunity to

learn how to use a library properly, to appreciate good books, etc.? Are our elementary libraries sufficiently supplied with good children's books? What should our allocation for library books be per child? Are the physical surroundings of our libraries attractive, neat, clean?



3. *The Study of Good Literature in the Elementary Grades.* Are we doing an adequate job in this field? What are the real purposes in teaching literature? Are we developing reading interests, tastes, and understandings? Is this problem closely connected with the one above—the elementary library? Should there be a required reading list for all pupils, or should the teaching of literature encourage growth—emo-

tional, intellectual, cultural, and spiritual? Do we need or organize the teaching of literature around themes or topics related to human experience or to other subjects of study?

4. *The Program of Handwriting.* Do all teachers understand and teach, properly, the present prescribed system of handwriting? Are new teachers thoroughly indoctrinated in the use of this system? Do our standards of handwriting apply to all written work? Should they?

5. *Remedial Reading.* Do we need a specialist in remedial reading? Can remedial reading best be handled at the home-room level, or do we need special rooms or classes? If so, at what grade level? Would a workshop on remedial reading problems be helpful? Do we need a definite procedure plan for handling remedial reading cases beyond the help of the individual teacher?

6. *Speech Problems.* How many children do we have who need some speech therapy? Do we need a system-wide speech therapist? Do we need to make a survey of the number and kind of speech problems? Is adequate attention being given to our speech problems at present?

7. *Audio-Visual Aids.* Are we enriching the curriculum sufficiently by the adequate use of all kinds of audio-visual aids—films, filmstrips, charts, slides, pictures, exhibits, etc.? Do we need a central audio-visual office and library? Can individual schools handle their audio-visual needs sufficiently? Is our equipment adequate?

8. *Testing Program.* Should there be a system-wide program of testing set up with various representatives from all levels participating in its formulation? Do we need first of all to make a survey of present testing practices in all schools? How can we best do this? Is our present program of testing well articulated and co-ordinated? Is it reasonable to assume that teachers, principals, supervisors, and guidance personnel should co-operate in setting up a system-wide testing program?

9. *The Slow Learner.* If average class size were smaller, could the homeroom teacher take care of more of these problems? Does the cumulative record card contain sufficient data on the slow learner? Do we need special rooms for slow learners, or is some type of homogeneous grouping by subject area a better solution? At what level should this begin? Have we exhausted the use of outside tutoring? Should we be careful in labeling the slow learner as such?

10. *Community Agencies and Resources.* How can we best keep our community resources file up to date? Do we need local school community resource files as well as town-wide resource files? Should a survey be made of all community agencies at our disposal, and the services which they are willing to offer?

11. *Arithmetic.* Do we need to re-evaluate our current textbook? Is an explanation of the primary workbooks needed in order to improve their usage? How can we explain and justify low arithmetic scores on Stanford Achievement tests? Are there specific arithmetic devices which should be used by all teachers at certain grade levels? Should we have uniform methods of teaching all arithmetic processes such as addition, subtraction, etc.?

12. *Safety.* Do we need to devote more attention to safety problems within the building, on the playground, and going to and from school? What should be the duties of the patrol squad? How do we best teach respect for and co-operation with the patrol policy under which we operate?

13. *Foreign Languages in the Elementary Schools.* Should the study of a foreign language begin in the elementary school? If so, what language should be taught, and at what grade should it begin? Who should do the teaching—the classroom teacher or a specialist? Should we experiment with one small group, or class, in order to obtain data upon which we may base further decisions?

14. *Articulation.* How can we improve the articulation from grade to grade? From third grade to fourth? From sixth grade to seventh? And from ninth grade to tenth? Is there a necessity for better integration of subject matter from one grade to the next? Does each teacher have sufficient knowledge of the work done in the preceding and succeeding grades? Do we need to take a further look at the junior and senior high school orientation programs and policies?

15. *Geography.* Do we need to make a thorough examination of our present fifth and sixth grade geography textbooks? Is the present distribution of geography work too light in the fourth grade and too heavy in the fifth and sixth grades? Do we need to teach history in the fourth grade?

16. *Marking and Grading System.* Do we have adequate standards of grading and marking? Are we marking progress, or achievement, or a combination of these? Do we consider individual differences when giving marks? What place do the following factors have in marking report cards: personal judgment, abilities of children, and class standards?

17. *Development of Personality.* Do we need to stress more the development of desirable personality traits in the elementary school, such as: dependability, responsibility, personal appearance, honesty, respect for authority, respect for property, respect for other persons, courtesy, co-operation, application, and pride in achievement?

18. *Kindergarten Age.* Do we need to study the most desirable age for kindergarten entrance? How can we justify the present 15 per cent failure of the class by the time they reach the second grade? Do we need to compare our present entrance age with scientific studies as to their chances of success? Do we need a pre-first grade?

19. *Homework.* Do we need a more specific policy on homework in the individual schools—a policy formulated and understood by teachers, parents, and pupils? Do we need a bet-

ter integrated and articulated system-wide policy? At what grade level should it start? How much weight should it carry toward a total mark?

20. *Communications.* How may we best improve communications between schools, between schools and parents, between schools and total community, and amongst the total staff? Should we consider increased use of any of the following media: back-to-school nights; demonstration teaching for parent groups; school and class bulletins; exchange copies of school papers; a general staff bulletin; supervisory bulletin; and curriculum office bulletin?

21. *Elementary English Achievement.* Do our English achievements meet junior high school demands and standards? What are the strengths and weaknesses of our present program?

22. *Primary Typewriter.* Do we need a primary manuscript typewriter which may be made available to all primary teachers for making ditto work sheets, tests, etc.? Should this be kept in the curriculum and guidance office?

23. *Study Habits.* Where shall we begin to develop good study habits? Is this primarily an elementary problem? How do we go about improving and developing the study habits of our present secondary pupils?

24. *Helping Teachers.* Do we need to employ some helping teachers as part of the supervisory staff who would teach demonstration classes for individuals and/or groups of teachers?

25. *Building Duties of Teachers.* Are our individual building policies concerning extra duties of teachers adequate? Should teachers participate in the formulation of policy concerning these extra duties? Can some of these duties be handled by parents or by special employees of the Board? Do we need any system-wide policy on extra duties for teachers?

26. *Curriculum.* Should we accept a standard set by courses of study and manuals as to where we should be certain times of year or should we disregard such a standard and work with tempo of class on a developmental program?

27. *Spelling.* Can we improve the teaching of spelling by the increased use of phonics? Do we have other problems in the teaching of spelling that we need to study?

28. *Make-up Work.* Do we have a good policy on make-up work? Does this policy take into account absences due to illness, suspension, trips, etc.?

29. *Gifted Children.* Are we making ample provision for challenging and stimulating our gifted children on all grade levels? Is this a problem to which we should devote some serious system-wide attention? What provisions are we making at the present time? What added provision can and should we make?

30. *Clerical Work for Teachers.* Is the present burden of clerical work on teachers too heavy? Do we need to employ a larger clerical force in some or all schools? Are we using student help as much as is advisable?

31. *Policy of Promotions.* Do we have a clear-cut policy on failures and promotions? Should elementary failures be retained at the point of their failure? Is our percentage of failures per grade level too high?

32. *Attendance.* What methods can we use to improve attendance? Do all schools have attendance problems? Does your school have a technique for improving attendance which might be used by any other school?

33. *Inter-Group Meetings.* Do we need more meetings of an inter-faculty nature, either discussion meetings or social ones, for the purposes of better understanding and unifying our goals and objectives? Some suggested groups which might meet are: total junior-high staff; total secondary staff; total

elementary staff; grade level groups—e.g., all fourth grade teachers; and total West Orange professional staff.

34. *P.T.A. and Lay Co-operation.* How can we get better co-operation and understanding from P.T.A. and lay groups? Should there be a P.T.A. representative on the Central Curriculum Committee? Do we value, need, and want better understanding of our school program from P.T.A. and other laymen? How do we go about securing this?

35. *School Assemblies.* How do we encourage greater student participation in our school assemblies? How do we stimulate interest in our assembly programs? Should elementary assembly programs be geared to the interests of the entire student body, kindergarten through sixth grade or should there be separate assemblies for kindergarten, primary, and intermediate?

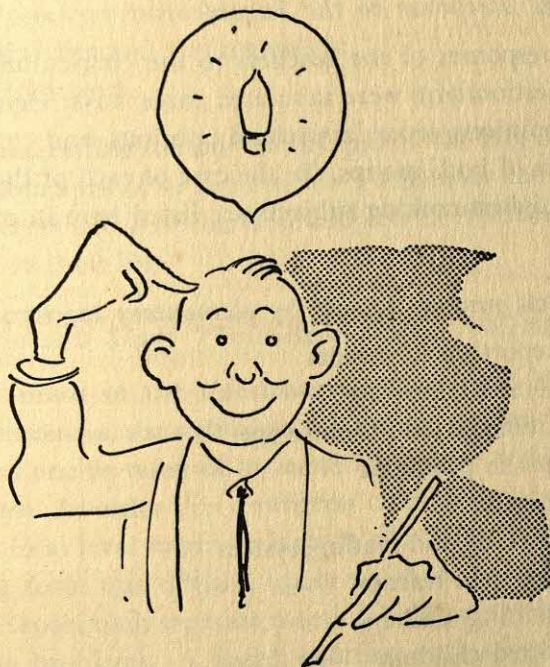
36. *Secondary School Curriculum Development.* How do we get a group of specialists working together toward a common goal of improving instruction? How do we correlate and co-ordinate the work of several different subject areas? What is, or should be, the correlation between secondary English and: Mathematics, Science, the Social Studies, Physical Education, Business Education, etc.? How do we determine what courses, if any, should be added to, or taken from, the present program of studies? How do we determine whether or not we are providing a curriculum which will provide for the overall growth and development of each individual student, or group of students? Do we study this problem once a year, every five years, every ten, or continuously?

The following problems are directly related to the action groups which had been in operation during the previous year.

37. *Social Studies, K-3.* Is the present guide adequate? How do we do a better job of implementing the work of this com-

mittee? How do we orient new personnel to this program? Should we have a pre-school workshop? What shall we do with the resource units now on hand?

38. *Social Studies, 4-6.* Are there decisions which must be made concerning textbooks? Shall we develop and implement a manual for this area? How shall it be implemented? How do we orient new personnel to the 4-6 plan?



39. *Community Resources.* Are we using the finished product of this committee as well as we might? How do we stimulate further interest in this study? Is the problem of transportation the bottleneck in limiting the use of these files? What can we do about reducing cost of field trips, or how shall we find ways to take needed trips? Is this a Board problem?

40. *Reading.* In order to orient new teachers to the de-

velopmental aspect of reading shall we repeat at one- or two-year intervals a workshop similar to last year's?

41. *Interests and Needs.* Has this committee provided us with data which may provide us with problems on which we may work? What should we be doing this year on the whole problem of interests and needs? Should it be a total secondary problem, or an individual school problem?

Teachers' Response to the Survey

The responses of the teachers to the curriculum problems questionnaire were tabulated three ways: elementary school opinions, secondary school opinions, and combined responses of both groups. In the case of each of these, the twelve highest-ranking subjects are listed here in order of rank:

Subjects ranked highest by elementary teachers:

1. Reporting to parents
2. Remedial reading
3. Kindergarten entrance age
4. Speech problems
5. Arithmetic
6. Marking and grading system
7. The slow learner
8. Helping teachers
9. Gifted children
10. Policy of promotions
11. Development of personality
12. Audio-visual aids

Subjects ranked highest by secondary teachers:

1. Study habits
2. Development of personality

3. Remedial reading
4. Articulation
5. The slow learner
6. Secondary school curriculum development
7. Gifted children
8. Policy of promotions
9. Audio-visual aids
10. Speech problems
11. Marking and grading system
12. Homework

It is interesting to note that in spite of the fact that they chose from a list of 41 subjects, the elementary and secondary teachers had 8 of the same subjects in common in the first 12 on their lists.

Local Schools Study Their Recognized Problems

As a result of the information gained from the local problem census, the staff of each building decided to begin work on one or more of his most immediate and pressing problems. In order that a progress chart of the work done on the local level might be kept in the central office, a reporting form was devised upon which each local school would report each separate meeting held on any local curriculum problems. A board, charting each school's problems and progress, was kept in the central office. By the close of the year nine different problems had been studied by one or more of the individual schools. Great interest was evinced in the study of these problems by the local staffs, inasmuch as the teachers' own problems were being considered. Some of the subjects required only two or three meetings in order to bring about a solution, where-

as others required several weeks or months of continuous study by the staff. It was suggested that a method of communicating the results of their study to other schools in the system be found by the individual staffs.

ORGANIZING FOR THE YEARS AHEAD

During the transition period from 1954 to 1956 the administrators and teachers of the West Orange schools drew up a tentative blueprint for the years ahead, a plan of organization of the total staff for curriculum study. Much of what is reported below has already been approved by the group involved and the years just ahead should see a co-ordination of these recommendations into a total pattern of operation.

The instructional study program is planned around four leadership groups: (1) the Educational Council, (2) the Administrative Council, (3) the Guidance Council, and (4) the P.T.A. Presidents' and School Administrators' Conference. The organizational details for the four as announced are explained below in some detail.

The Educational Council

The major purposes and responsibilities of the Educational Council were:

1. To study effective ways of implementing proposed curriculum changes, and of determining what important problems in our system need attention.
2. To screen problems that have been presented for systematic attention in order to assign priorities.
3. To recommend to responsible personnel that a certain action could be taken to improve a situation.

4. To encourage local groups to experiment and to report the results of their efforts.

5. To evaluate findings of all committees for recommendation to administrative personnel for implementation.

6. To provide personnel and material resources to local or system-wide groups when requested.

7. To communicate to the entire staff at regular intervals the status of the program of instructional improvement.

The membership of the Council shall include: One teacher from each elementary school, one teacher from each junior high school, one teacher from the senior high school, one supervisor from the Supervisory Council, one principal from the Administrative Council, the Elementary Supervisor, the Administrative Assistant, and the Superintendent of Schools.

These qualifications have been set up for members to be elected to the Educational Council: (1) actual or potential leadership status with the members of their own groups, based upon professional and personal respect, (2) concrete interest in improving instruction in their respective teaching situations, (3) open-mindedness and ability to reserve judgment about procedures until sufficient evidence is in, (4) willingness to study instructional problems on their own time, in addition to released time granted by the Board of Education, (5) ability and willingness to do positive and constructive group work, and (6) completion of three years' work in the local schools. Services on the committee are to be considered a real privilege and not one to be taken lightly.

Members of the Council shall be chosen by ballot by the faculties of their individual schools, or by the group they represent, on the basis of the qualifications above. Elections are to be completed on or before October 15. No member is to succeed himself after a two-year term.

The Administrative Council

The major purposes and responsibilities of the Administrative Council were determined to be:

1. To develop system-wide instructional policies, particularly as they relate to building units.
2. To plan execution of policies, particularly as they relate to building units.
3. To facilitate co-ordination of all central staff activities with building activities which relate to such matters as: instruction, guidance, business affairs, and personnel.
4. To pass on and help implement recommendations of the Educational Council.

The membership of the Council shall include: the Superintendent of Schools, the Administrative Assistant, all Elementary and Secondary Principals, including Vice-Principals, and the Elementary Supervisor. In planning agendas an effort is to be made to include only those items that are primarily instructional in nature. Close relationship with the other three councils is to be maintained.

The Guidance Council

The major purposes and responsibilities of the Guidance Council were:

1. To identify and work co-operatively with teachers for the solution of problems that are system-wide in nature.

2. To provide a clearing house through which ideas and experiences can be exchanged among the guidance personnel of the various schools.

The membership of the Council shall include: the Administrative Assistant, all Secondary School Principals, all professional staff members who have specifically assigned guidance responsibilities, and the School Psychologist. The Administrative Assistant is to serve as the permanent chairman. Tentative agendas are to be sent to all guidance personnel prior to each regularly called meeting. The Guidance and Curriculum Office is to be responsible for the recording and distribution of all actions of the Council.

P.T.A. Presidents' and Administrators' Conference

The major responsibility and purpose of the Conference shall be to meet regularly to discuss educational concerns and problems impersonally and objectively in order to promote understandings of the purposes and functions of the schools; to create opportunities for the development of mutual confidence and understandings between parents and school officials; and to provide a city-wide channel of communication between parents and school for the purpose of securing and disseminating reliable information on problems of educational concern.

The permanent membership of this conference shall consist of: each P.T.A. President, each school's Principal, the Administrative Assistant, the Superintendent of Schools, the District Chairman of the P.T.A., and the P.T.A. League President. Provision for an alternate for each P.T.A. President shall be made by the local P.T.A. group.

Official leadership for the Conference will reside in the Co-Chairmanship of the District Chairman of the P.T.A. and the President of the West Orange League of P.T.A. Associations. A steering committee consisting of the Co-Chairmen of the Conference and the Administrative Assistant will perform the following functions: (1) develop agendas for the meetings of the Conference, (2) determine the need for meetings other than regularly constituted meetings, (3) serve to facilitate the placing of agenda items in an order of priority, (4) make all the necessary arrangements in preparing for all meetings of the Conference, and (5) develop a method of recording and reporting actions of the Conference to the membership. Regular meetings are to be held every other month.

LOOKING BACK AND LOOKING AHEAD

West Orange stands as an example of a small city system searching for answers to the everyday instructional problems that bother typical teachers from coast to coast. It is a system that has been straining hard to find an organizational pattern for this work which would assure the best results.

Looking back over a concentrated study program that soon will be ten years of age, we note, among many others, such concerns as these: the pupils who are extremely low and those who are extremely high in potential performance, the lack of arrangements for remedial instruction in arithmetic and reading, the lack of continuity in instruction as a pupil moves from one school level to the next, and the need for improved working relationships between teachers and guidance counselors.

The curriculum attack has been made on many fronts,

involving a maximum number of the staff. Blocks to curriculum change have been identified and many have already been removed. Needless to say, some of the instructional pursuits have led the participants up blind alleys while others have carried the benefits to the pupils in the classrooms. West Orange makes no claims for its curriculum efforts, but as these words go to press progress is apparent and the staff members are busy plotting the new attack.

SECURING MAXIMUM TEACHER PARTICIPATION

JUST AS AN EDUCATION IS MORE THAN A PRODUCT, SO IS teaching something more than a mechanical procedure. Teaching is not just techniques and gadgets; both its foundations and its goals are social and moral. Perhaps the knowledge of this simple truth by teachers in general accounts for their continuous curiosity about their work and the quiet persistence that accompanies this study effort.

Curriculum study is not a fad, not an invention, not a novelty. It is this urge to find a better way to do the job that is so characteristic of teachers. It is true that in large school systems this study urge is more apt to be harnessed into an organized program called in-service training or curriculum reorganization. But regardless of the size of the system or the nature of the study plan, instructional planning is just as regular as the tides. Teachers as individuals see to that.

THE MESA APPROACH

But most school systems do not leave it to individual teachers to provide their own momentum to instructional

study. Mesa, Arizona, for instance, a city of 25,000 people with a school district population of 32,000, can boast of a curriculum director, a curriculum planning committee, and an organized group effort in the search for better teaching.¹ The program that is described here can best be appreciated by this view of the extent of the school system:

THE SCHOOLS		THE STAFF
<i>In Town</i>		
Mesa High	1300	Superintendent
Mesa Junior High	1700	Director of Testing and Guidance
Franklin (5-6)	800	Business Manager
Irving (3-4)	800	Director of Curriculum
Webster (2)	500	Primary Co-ordinator
Lincoln (K-1)	900	Music Co-ordinator
<i>Outlying</i>		Audio-Visual Directors (2)
Washington (1-6)	150	Ten Principals
Lehi (-6)	500	Two Vice-Principals
Emerson (1-6)	500	
Alma (1-6)	850	

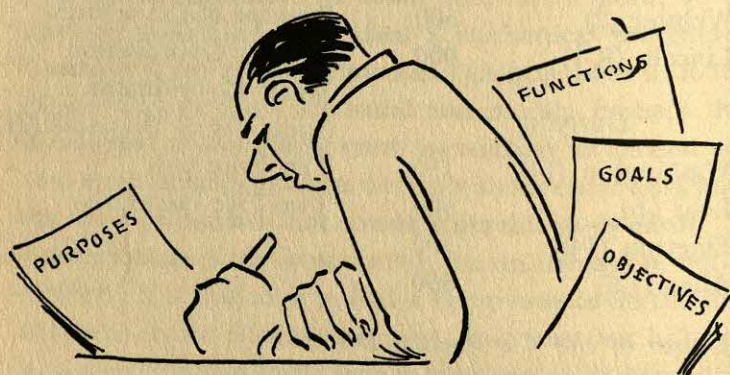
Duties of the Curriculum Director

The Mesa schools interpret curriculum to mean all the experiences that the school provides for the students, and consequently the duty of the curriculum director is that of helping the teachers of the district—

1. In determining the general and specific goals or purposes of the schools.
2. In determining what is being done at present.

¹ Materials from which this account was developed were provided by Dell Chamberlain, Curriculum Director, and Rulon T. Shepherd, Superintendent, Mesa.

3. In determining, with the help of testing and observation, just how well the present program is meeting these goals, and to discover weaknesses.
4. In planning and executing a program for improvement of subject matter, teaching methods, and materials.
5. In keeping the program of curriculum improvement evaluated and continuous.
6. In co-ordinating the efforts of schools and personnel.
7. In developing adequate in-service growth for personnel.
8. In developing and maintaining continuity of the



learning process from kindergarten through the high school.

In helping to bring these things about it is the duty of the curriculum director to:

1. Provide opportunity for individuals and groups to analyze the purposes of the school system and its present program.

2. Provide a method for any and all teachers to present suggestions and recommendations.
3. Provide opportunity for groups on a grade level or in a subject area throughout the school system to plan for improvement.
4. Provide direction in solving the problems of the district.
5. Be available for much discussion with individual teachers, in their buildings or rooms, concerning teaching problems.
6. Assist teachers in finding new and better subject matter content, teaching methods, and material.
7. Take suggestions and ideas from one group to another.
8. Work with principals at all times on problems of co-ordination and co-operation.
9. Provide suggestions for individuals or groups who wish to study for their own improvement.
10. Work harmoniously with all the administrative and teaching personnel to foster harmony throughout the system.

Horizontal Study of the Instructional Program

The organization for curriculum study in the Mesa Public Schools goes back to 1948, at which time a definite program of curriculum development was agreed upon by the administration and the teaching personnel of the district. In the first few years that followed, once during each six-week teaching period a workshop was held from 2:30 to 5:00, with the children being dismissed early to accommodate the schedule. Teachers assembled the first

half of the period to discuss general problems or to hear a speaker on a subject of general interest.

The second part of the session was devoted to grade-level and department study meetings. All the teachers of one grade level, from kindergarten through the sixth grade, and sometimes the eighth grade, met together with a chairman and a recorder. Teachers had previously selected study assignments pertinent to the work of the grade in question, this effort representing much of the reservoir of suggestions. Discussion followed these reports and summaries of the meeting were mimeographed as aids to teachers.

The junior high school and high school department areas held similar meetings, with the work centering around co-ordination and improvement problems. Principals attended various sessions as group participants. General problems and scheduling were cleared through the superintendent and his assistant.

Another function of the group meetings at the various grade levels was to provide through the study program a better unity of effort and more consistent progress throughout the system. This was especially appreciated by teachers new to the system.

Curriculum director added. After some experience with this organized study program, the district added to the staff a curriculum director. He, in turn, organized the Curriculum Planning Council, with each study group electing a representative and with the provision that each school be represented. The Council had a membership of sixteen, with the director as chairman. Principals were invited to participate.

Teaching Guides Developed

In time, the many pages of suggestions that came into the hands of the teachers from use of the study system just described led naturally to the proposal for editing it and publishing it in the form of teaching guides. As a result, a booklet, *Curriculum Units and Suggestions*, was produced for each of the seven grade levels from kindergarten through sixth. The format was arranged in such a way that each teacher could make notes on the margins or on the pages opposite the print.

Teachers were asked to follow the plans in the books or to make such deviations as they thought necessary and to suggest such changes in the guide booklet. Any important changes that were recommended were noted in April when all guides were turned in for study by the director. The work was originally entered by six-week teaching periods or by unit or by both methods, thus affording the teacher opportunity to teach in a traditional manner or by unit method and still follow the guides for suggestions. When changes were made, one page or one whole unit could be taken from the book and replacements made. This afforded a continuous annual criticism and change. There was no attempt to standardize procedure or to curb teacher initiative and creativeness.

For one year before the new junior high school began operation, a team of college professors from Arizona State College at Tempe and personnel of the school district met four hours weekly in a workshop to iron out philosophy and details of the operation of the new school. Many of the units of work prepared were not put into use by all teach-

ers, but for one year a trial was made on an individual teacher basis. In the spring, brief outline guides were written for the grade levels of the junior high school featuring some correlation of subject matter in the seventh and eighth grade areas, which were known as the core.

Vertical Study. Because the concentration on curriculum improvement for several years had been on a grade level basis, more recently the curriculum planning committee recommended a vertical study of the curriculum involving the teaching personnel of the district. The procedure was outlined as follows.

A. Purposes

1. To give teachers a better understanding of the work and problems of other levels, and to insure better co-ordination of effort
2. To make improvement by:
 - a. Determining and presenting the specific goals on each grade level
 - b. Discussion and evaluation of the continuity of the program
 - c. Identifying and discussing the weaknesses over the grades under study
 - d. Submitting recommendations for improvement to the general committee
3. To provide a basis for criteria to determine the validity of the testing program

B. Organization

1. Division into eight subject matter areas
2. Representation from each grade level
 - a. Varying with emphasis in that area
 - b. Selection of personnel from the grade level
3. Co-ordinator for each subject area to pursue the study vertically through the system

C. Procedure

1. District-wide meeting
 - a. To further clarify the program
 - b. Eight subject area meetings for orientation and definition of purposes
2. Study and survey by representatives on a grade level in preparation for group meetings
3. Group study in each subject area:

<i>First Group</i>	<i>Second Group</i>	<i>Third Group</i>
Kindergarten	2nd Grade	4th Grade
1st Grade	3rd Grade	5th Grade
2nd Grade	4th Grade	6th Grade

(and continued through the 12th grade)

4. Study and approval by the curriculum planning council of the group recommendations submitted

As a result of this vertical study a very brief set of instructional goals was established for the various grades and courses. These objectives were then set up in the form of guides. The following areas of instruction were thus traced vertically through the schools:

Arithmetic

Arts and Crafts

Health, Safety, and Physical Education

Language Arts

Music

Science

Social Science

Vocational Studies

This type of study provided for a broader outlook by all teachers as to the objectives and work of the other grade

level teachers, above and below. The leaders report that much remains to be done in co-ordination of this type and changes will be made continuously. There was discussion of method and philosophy as this study went forward, but no attempt was made to solve such problems. Several groups then asked for method study and demonstration for the coming years. Much was left to be done in planning goals for attitudes, character, and individual development.

A Continuing Program

The minutes of the Curriculum Planning Council tell of the continuous progress of the program the following year. Recorded, in chronological order, are these evidences of an on-going program that apparently has no end:

1. A review of last year's curriculum development was given. The needs in guide revision and extension were cited. A district-wide meeting by grade levels and departments was set for December 9.
2. Test results were reviewed. The Comprehensive Survey Team was requested to analyze the test results after one complete year of testing.
3. Special reports were made on these studies and developments now underway: Primary science, seatwork preparation, and reading co-ordination.
4. Special recommendations for study for the coming year were:

A. Reading Clinic

1. Demonstration and discussion in sight vocabulary, word recognition, word and phonetic analysis, experience story and easy reading materials.
2. Intended for any teacher interested in reading.

3. Approximately four sessions, each about 1 to 1½ hours at 4:00 PM on December 2, December 16, January 6, and January 20.

B. Arithmetic Study

1. Purposes: What do we wish to be the result of the program in the school system? In what ways are we weak? What can be done by the teaching personnel to improve the arithmetic program?
2. Organization: Three committees

	<i>Primary</i>	<i>Upper Grade</i>	<i>High School</i>
Alma	1	1	
Emerson	1	1	
Lehi	1	1	
Washington	1	1	
Lincoln	2		
Webster	2		
Irving	1	1	
Franklin		2	
Junior High		6	2
High School			2
Total Members	9	13	4

(Plus any principals or others who might be interested.)

3. Procedure: All members to meet together to plan procedure. Hold separate meetings to answer above questions. Report to Curriculum Planning Council with recommendation for district.

Additional staff. Out of this co-ordinated study of instruction in Mesa there came in due time suggestions for needed personnel to help in the schools. In turn, a primary co-ordinator and a music co-ordinator have recently been

added. They both immediately turned their attention to school supervision and to the in-service group program just described.

RECENT PRACTICES IN MESA

These ten schools have now been at this business of systematic instructional study long enough to have established an approach to a program that is open-minded. Teachers are now accustomed to study on the job with their neighbors. The unique system of classifying schools

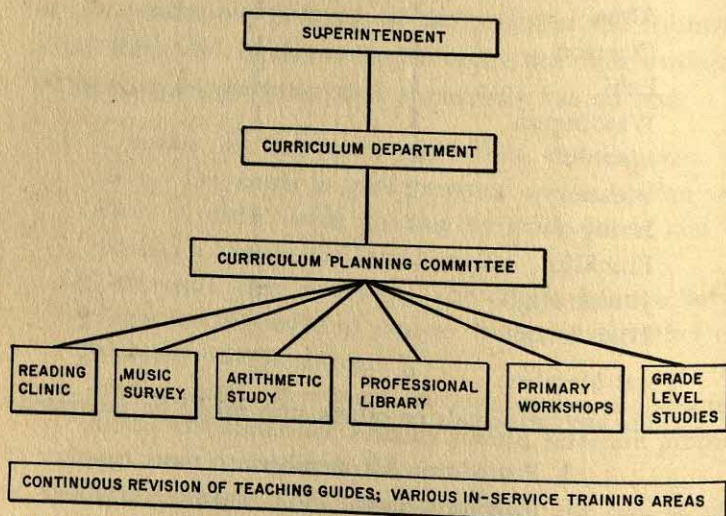


Figure 6. Curriculum improvement organization, one year, Mesa Public Schools.

in the city whereby all classes of one grade level are in the same building provides an atmosphere for good cross-fertilization of instructional ideas and practices. Figure 6 indicates the organization of work for a typical year. The over-all stimulation and spirit in the schools can be seen in

the following review of miscellaneous practices in the system:

A system of co-ordination has been worked out for new adoptions to be included in texts and materials. When an instructor indicates a desire for a change in content or material, all those people in the department and those teaching above and below the specific grade level are asked to offer suggestions and to help determine any change. The final choice is left with the teacher within the framework of the general goals. This system has been employed in junior and senior high school. Generally, encouragement is given to branch out to multiple texts and unit planning wherever possible.

A community survey was undertaken by all high school teachers, who made appointments with business people in the city in order to ask, "What can the schools do to make our children strong?" Some good ideas came from these interviews and some phases of the curriculum received added emphasis and revision.

A weekly radio program has been presented for several years over station KTYL which portrays much of the philosophy, activity, and personnel at the high school. The production and presentation is handled by the radio class at the school.

For one year, a weekly half-hour T.V. program, "Know Your Schools," was presented to portray elements of the curriculum from every school and every grade. This portrayal of the curriculum to the public has since been cut to bi-weekly programs.

A visiting day each year for all new teachers and some older teachers has been provided. The excused teacher is free to visit in the Mesa district or some other.

Principals have begun a system of supervision in several schools by calling in several teachers on the same grade level for a discussion of their most troublesome problems, the recommended changes in teaching guides, and an exchange of ideas on teaching methods.

Principals have recently included educational discussions and presentations in the regular faculty meetings as an in-service aid.

Parent-Teacher Associations have worked closely with the teachers and principals in some problems confronting the schools. A Community P.T.A. Council has been organized and is functioning. The High School P.T.A. has been organized recently and provided a very successful night open house wherein parents visited the classes of their children and heard instructors explain aims and procedures of the classes.

Members of Parent-Teacher Groups have carried many hours of service in the schools in the insurance program, fund drives, and school activities.

The Junior High School has co-operated with the P.T.A. in giving fashion revues, teas, guided tours, and open house as department projects and at times as total school programs.

Recently schools on all levels have provided time and have encouraged parents to come for a conference with school personnel at registration time.

A system of informing the public by means of the local press has been set up in each school, and both news and editorials have been in support of school curriculum development and school planning in general.

Various schools use a neighborhood bulletin to keep patrons informed of the plans and activities of the school.

Representatives from the district administration and teaching personnel have been excused to attend study conferences and professional conventions around the state. The *Science Workshop* at Washington District in Phoenix, *Reading and Language Conference* at Arizona State College, *Language Teachers Study* at the University of Arizona, and the *Citizenship Education Project Workshop* sponsored by Columbia University Teachers College at Phoenix College were well attended by personnel of various districts, with follow-up study by the Mesa district.

Random samples of copies of *Curriculum Units and Suggestions* and *Subject Matter Goals* have been sent to the Association for Supervision and Curriculum Development Conferences in Los Angeles and Chicago. More than fifty universities, teacher colleges, and public school systems have requested and received copies of this work.

Mesa Civic Clubs have taken guided tours of classrooms and plants, and new schools have conducted special visits and tours of the plant and activities.

A plan is approved and underway to provide substitutes for small groups of teachers to work on school improvement problems during daytime sessions in which committees can meet for an entire day or half-day. Released time seems to be a promising means of encouraging important studies.

The personnel of Arizona State College have been invited as a team to assist in conferences with the Mesa teaching staff to improve the content and methods of various courses and departments, such as the establishment of the Junior High School, Unit Teaching in the Seventh and Eighth Grade Core, Reading Clinic, and other studies.

Bulletins come out of the curriculum offices as well as the

Superintendent's office, emphasizing improved professional philosophy and teaching.

A committee of teachers from kindergarten through high school, headed by a music co-ordinator is at work planning and revising the district music program.

A civil defense program has been developed in the school district with the Curriculum Director as chairman. Each school has organized five divisions of control with students, teachers, administrators, and non-certificated personnel forming the staff.

First-aid qualifications of all personnel have been determined and some further training instituted. Curriculum revision to provide teaching of civil defense and first-aid facts has been carried on. Schools have been surveyed and shelters assigned. Practice drills are being held.

The curriculum department has kept a strict record and account of all State Text Books in the district. Improvement in the distribution and use of texts has developed.

A professional library has been set up by donation of educational books upon invitation from the Curriculum Department. The books are located in several schools and the Curriculum Office, with a master list available in each school. Nearly 100 teachers had been helped with periodicals or texts in the few months of operation. This assistance has come in the areas of in-service projects and college classes. The district is buying some books to add to the library.

As in the case of the Chattanooga curriculum story that follows, Mesa has established a record of an in-service improvement program that touches the entire teaching, supervisory, and administrative staff. True, the system is smaller, but no glory is to be lost because of this. The

school district of 32,000 population which can engage its entire staff in such a study program over a continuous number of years is unusual.

THE CHATTANOOGA STORY

Among the cities that have exceeded a hundred thousand residents, those school systems that hold 100 per cent teacher participation as a feature of their organized curriculum study programs could perhaps be counted on the fingers of one hand. Chattanooga, Tennessee, a city of nearly 135,000, with 44 public schools enrolling over 24,000 pupils, has such a standard.²

Behind this program is not only the instructional staff, including the director, five supervisors, a reading specialist, and special teachers of art and music, but also the principals of the schools. The latter carry a heavy responsibility, as is explained in the description that follows. As is typical of school systems all over the nation, Chattanooga primes its instructional pump each year with a two-day pre-school institute for all teachers and staff members. Once school is well underway, the systematic study of teaching then becomes the business of everybody.

The Grass-Roots Approach

For the past few years Chattanooga has promoted a grass-roots approach to curriculum improvement, the center of attention being study projects carried out in the individual schools, rather than in the central office as is so often the case in cities of this size. The curriculum pro-

²This account has been developed with the help of Louis Swanson, Director of Instruction, and L. G. Derthick, former Superintendent, Chattanooga.

gram at any given moment represents the sum total of these efforts of the faculties of the various schools. Coordination of the program rests in the central office, where guidance and direction are provided by the Director of the Instructional Division, until recently called the Director of In-Service Training.

The basic plan is to have the faculty of each school work on a specific curriculum problem that is of particular concern to that school. This respect for the unique instructional situation reflected in each school is truly that, and it does not represent an inclination of the superintendent's office to shirk its duty of instructional leadership. As is seen in the details that follow, close working relationships are provided in the program.

PLAN OF ORGANIZATION

Work of the Curriculum Steering Committee

Direction to the city-wide program is provided by the Curriculum Steering Committee, composed of the instructional staff of the central office and representatives from the field. The chairman of this group is the Director of the Instructional Division. The responsibilities of the committee are:

1. To give guidance and direction to the curriculum improvement program.
2. To disseminate information pertinent to the several studies in progress.
3. To furnish consultative services upon request from individual schools.
4. To unify the efforts of the several schools studying the same area.

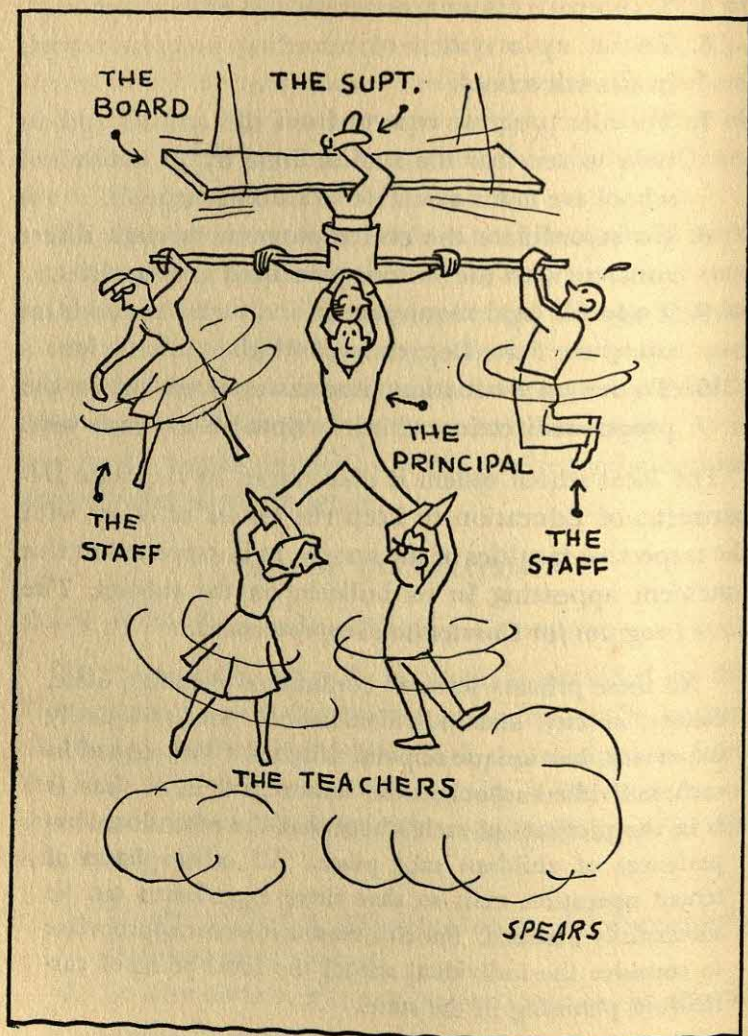
5. To prepare resource materials and bibliographies.
6. To set up a system of recording progress reports from each school.
7. To edit progress reports from the schools and in turn to see that the studies done by an individual school are made available to all other schools.
8. To co-ordinate the entire program through direct contacts with the various principals and faculties.
9. To fulfill legal requirements and meet standards set up by the State Department of Public Instruction.
10. To set up evaluation procedures as an aid in the proper redirection of instructional study each year.

The local school system is encouraged by the State Department of Education to keep the center of effort with the respective faculties of the system, as is expressed in this statement appearing in its bulletin on the subject, *The State Program for Curriculum Improvement*:

All these primary levels of curriculum planning—state, county, or city, and individual school—are strategically important, but unique responsibility must be accepted in each individual school in the state regardless of size. It is in the program of each school that the educational experiences of children take place. All other phases of school operation exist so that these experiences can be successfully planned. For this reason it seems appropriate to consider the individual school the focal point of curriculum planning in the state.

The Principal as Leader

In keeping with the common theory of school supervision, the principal in each school holds a key position in the work. The line-and-staff principle of school organiza-



KEY PERFORMER IN THE LINE-AND-STAFF

tion places the principal in this key position. He is expected, with guidance as provided in the plan of the Steering Committee, to organize his faculty for its year's curriculum study. Every opportunity is afforded him to assume a true position of leadership with his staff. For those who are so inclined, the opportunity for his professional growth in service is tremendous. Those in administrative or supervisory capacity who have had to keep ahead of a group of teachers in a study program for which they were responsible realize the impetus to growth provided by such a situation. The following suggestions were developed to help principals undertake the study work in their respective schools:

1. The principal determines, with his staff, the best planning organization or structure through which educational improvement may be realized—time for meetings, committees needed, points of attack, etc.
2. He provides for study and discussion of the materials of a suggestive nature coming from the Board or the State Department of Education, and determines ways in which these may be most effectively translated into local action. He assists the staff in recognizing that:
 - a. the primary purpose of preparing course of study materials is to improve instruction,
 - b. course-of-study materials are means to the end of better teaching and must not be considered ends in themselves,
 - c. course-of-study materials must be in continuous process of preparation and improvement.
3. He provides for study and discussion of proposed

state needs and purposes and their applicability locally. He leads in the development of:

- a. an accepted list of local needs and purposes;
 - b. agreements through which defined needs and purposes will result in specific action in the school program.
4. He leads in the preparation of an analysis of the present program to discover what is now being done through the several grades and instructional or service areas (purposes, activities or content, organization, methods, materials, and evaluation). He works with the staff in preparing:
- a. a systematic survey among themselves regarding the effectiveness of the present program,
 - b. a systematic survey among the students regarding the effectiveness of the present program,
 - c. a systematic survey among drop-outs and graduates regarding the effectiveness of the present program,
 - d. a systematic survey among parents and patrons of the school regarding the effectiveness of the present program.
5. He provides for a comparison of the program analysis with the defined needs and purposes in order to determine those not adequately served.
6. He sees that materials or recommendations that may have been developed on a county- or city-wide basis receive proper attention or use in the school.
7. He provides for study and discussion of proposed grade and instructional area organization.
- a. Careful consideration will be given to the contents of the accepted purposes.

- b. Careful consideration will be given to the results of the surveys made.
- 8. He makes it possible for members of the staff to participate in city- or county-wide projects—study groups, course of study committees, etc.
- 9. He reports periodically to the supervisor and superintendent the reactions of the local staff to system-wide materials or the recommendations that have been tried out in the school.
- 10. After careful consideration has been given to the analysis made in the local school and the recommendations made by city- or county-wide committees, he provides leadership in determining proposed changes in the present program.
 - a. Concentration may be given in the study of one area or grade level at a time. Radical changes in the entire school program may not be accepted by members of the school community.
 - b. The proposed changes must be in accordance with the rules and regulations of the State Board of Education governing the approval of public schools.
 - c. The proposed changes must be in accordance with the city or county school system policies regarding courses of study adopted by the local board of education.
- 11. The principal assumes responsibility for seeing that proposed changes are put into effect.
 - a. He assists in the development of reasonably specific plans for each grade level and instructional area, so that each teacher in the school understands and accepts her part in the total program.

These plans thus become the course-of-study materials for his school.

- b. He works with individual staff members in the continuous improvement of their effectiveness in classroom teaching.

- (1) He encourages teachers to become creative and experimental-minded through the development and use of their own teaching plans and materials.

- (2) He assists them in securing suggestions and materials from sources outside the school.

- (3) He assists them in sharing and pooling their own ideas and findings.

- 12. He leads a continuous evaluation of the effectiveness of the total school program.

- 13. The principal attempts, in all efforts toward curriculum improvement (school, county or city, and state levels), to envision a unified program for the improvement of instruction, and will strive to lead the staff in improved understanding of this total program and the responsibilities for successful participation in it.

- a. He will bring about a more co-operative relationship between the elementary and secondary school, and among the several subject fields.

- b. He leads in developing the concept that the school program must be continuous, grades 1-12.

- c. He strives for improved human relationships in the curriculum planning process, recognizing that the level of success in curriculum planning cannot rise above the level of the understandings and commitments of the people concerned.

The foregoing statement of the principal's position as instructional leader sets a high standard for the personnel. Naturally, help is provided by the instructional staff working out of the central office, and the ideal expressed must be tempered as need be from school to school.

Working Arrangements

A common practice has been for the faculties to use two or more regularly scheduled meetings a month, which are held after the dismissal of the pupils. The type of organization for the work in each school is flexible, such arrangements reflecting the help of the Steering Committee where needed. Supervisors answer all requests from the individual schools and, in the case of problems affecting more than one school, concerted action is provided. As well as saving time this enables members from different faculties to come together to discuss common concerns.

Consultants are not limited to personnel in the local system, but include college instructors and staff members from the State Department of Education.

PROBLEMS OF INSTRUCTION

The problems chosen by the teachers of the various faculties for study and research reflect the common concerns of teachers almost anywhere in the country. Most noticeable are the common areas of instruction, such as reading, with lesser attention to the more unusual programs such as core curriculum. Taken as a whole the topics stand as a broad cross-section of school procedure. It is natural for some schools to continue to work a second year in an area not completed to their satisfaction in one year. Some faculties studied more than one subject

a year. The tabulation that follows shows all topics studied by the forty-four Chattanooga schools over a period of three years. The number before the topic indicates the number of times it appeared, no number indicating a single listing.

- 4 Public relations
- 34 The teaching of reading
- 14 Developmental reading
 - Remedial reading
- 5 Guidance programs
- 7 Homework
- 4 Attendance problems and policies
 - Drop-outs and holding power
 - Developing a student handbook
- 8 The teaching of spelling
 - Seventh grade schedule
- 6 Core curriculum
- 3 Characteristics and needs of junior high students
 - How to bring students to junior high level
 - Presenting a challenge to more advanced students
- 3 Economic education
- 14 Health and safety instruction
- 11 The citizenship program
- 3 Parent-teacher conferences
- 4 Discipline
- 2 Teaching the language arts
 - Grading and promotion
- 2 School morale
 - Evaluation suggestions
- 2 Education for family living
- 2 Self-evaluation of school program

- Democratic classroom practices
- 5 Improving human relations
 - The philosophy of education
 - Individual personality problems in relation to achievement
 - Improving student responsibility
 - Physical education
 - The community school
 - The teaching of penmanship
 - Developing citizenship through community relations
 - Developing home-school relations
 - Evaluating trade and industrial education
 - Using the activity period effectively
 - Involving parents, pupils, and teachers in a study of pupil progress
 - Improving classroom habits
 - The teaching of arithmetic
 - Promotion and retardation
 - The school library
 - Techniques of teaching

COMMON FEATURES OF THE TWO

Curriculum study through an organized in-service approach dates back in Mesa for about ten years, and likewise does the position of curriculum director. That office considers curriculum planning to include not only the determination of goals and the corresponding instructional programs but likewise the continuous evaluation of these programs. Pride is placed in the achievement of continuity in instruction from the kindergarten through the secondary school.

When teaching guides are prepared by the study groups, they are then carefully tried out in all the schools before final Board approval. The continuous evaluation and revision plan leaves no chance of standardization of classroom procedure. Surveys of public opinion are made from time to time as they are related to teacher study projects underway.

In Chattanooga the school system's curriculum responsibility is likewise directed through one office, the position of Instructional Director. This office in turn guides the in-service study program through a steering committee. It acts as a clearing house through which work programs of teacher groups are evaluated as well as instigated. Outstanding is the principal's role as instructional leader, the responsibility having been developed through co-operative staff study and established through practice. His service is supplemented by supervisory help from the central office.

The sincerity of effort in both the Mesa and the Chattanooga study programs is quite evident. As teachers spend their extra hours in their search for better instruction we are reminded that teaching calls for no sophistication, no showmanship, no spotlights, no set of artificial props to leave an impression on one's neighbor. Instead, as evidenced in these two cases, it calls for a genuine sincerity in the undertaking, a sincerity evidenced by the willingness to search for better ways of doing the job.

There has been a pronounced search in this century for valid ways of teaching. It represents the same wholesome search in the field of medicine for better ways of caring for the physical well-being of the people. In both Mesa and Chattanooga this effort has enlisted all of the teachers.

Any such carefully contrived plan must pass the test of organizational mechanics. The desire to carry all teachers through a study program faces the danger of the indifference of the few. Officials in both of the school systems under discussion report an exceedingly high level of interest in study procedures, thus indicating that maximum participation can be achieved when properly planned.

PARENT CONFERENCES TAKE ON POPULARITY

ENLISTING THE SUPPORT AND UNDERSTANDING OF PARENTS IN the work of the school is no longer in the stage of merely telling them what is going on in the school. Instead, it has long since become a matter of soliciting their close cooperation and participation. And just as teachers continue to study better ways of instruction they likewise study better ways of working with parents. Home and school relationships are recognized as an essential area of in-service study, and refining the process of communicating with parents has become a major endeavor of the school personnel.

The subject of reporting pupil progress to parents cannot be separated from teaching itself. The report that goes to the home, whether written or verbal, implies the enlistment of the parent in the further educational progress of the child. Instruction does not end when a report is made. Rather, such statements are but the mortar that cement the home and the school in their combined endeavor.

Reporting practices have their rightful place in a treatment of curriculum study on the in-service level. High

on the list of subjects commonly treated by teachers in their study programs is the improvement of home reporting. The two chapters devoted to the subject here are limited to parent conferences, a technique which invariably leads beyond the pupil's case to a discussion of the curriculum itself. What is taught and how it is taught are as much the concern of parents and teachers in these conferences as is the progress of the pupil. These conferences represent a wholesome and effective extension of curriculum study into the home.

THE QUESTION OF REPORTING TO THE HOME

In the office of a large school system it is relatively easy in the course of a year or two to determine the areas of school operation causing major concern among the school people of the country. This is true because of (1) the habit of teachers and administrators, when facing a problem, to inquire of others how they are handling the matter and (2) the tendency to direct such questions to the larger school systems of the country. Whether or not they deserve the honor implied, each morning the mail of the large school offices contains questionnaires and similar forms of inquiry pertaining to common aspects of school operation—the grouping of pupils, the size of classes, the out-of-class duties of teachers, travel policies, the integration of subjects, maternity leave policies, the length of the school day, and on and on.

But standing out prominently as a leader among these subjects of interest—and so it has been for a few years—is the question of reporting to the parent the pertinent information about the child's progress and welfare at school. Perhaps more inquiries go from school district to

school district on this subject than on any other single aspect of school operation, in turn revealing the uncertainty of school administrators and teachers on how best to go about it. Also evident has been the mounting demand for descriptions of teacher-parent conference plans, indicating in turn the increasing popularity of this reporting approach.

These wholesale requests for information on this subject do not for the most part represent isolated cries for help coming from individual teachers or even individual schools. They emanate from teacher study groups working within the structure of an in-service training program duly provided in the school system in point—perhaps a committee of representatives from the various schools meeting once a week after school. The accounts that follow in this and the next chapter reveal the thinking of some study groups working with this problem.

WORKING TOWARD CONFERENCES IN ST. PAUL

St. Paul is one of the school systems that has a staunch faith in parent-teacher conferences, but at the same time realizes the serious loss in both time and confidence which may accrue from poorly planned conferences. Consequently, the teachers of that system have been equipped with a guide on the subject, a small but well-prepared booklet of suggestions.

Helping Teachers Prepare for Conferences

A Parent-Teacher Conference Committee was set up as a subcommittee of the Curriculum Steering Committee that directs the in-service study projects, to study and help establish a conference program in the city's elementary

schools. This was done in response to an expressed desire of the teachers as indicated by an opinionnaire study. The four areas to be explored were:

1. In-service training for teachers.
2. Conference procedures.
3. Recording conferences.
4. Preparing parents for the conference program.

Two of the outcomes of the committee meetings were (1) the provision of a series of workshops on "Communicating with Parents" under the direction of a consultant from the nearby University of Minnesota, and (2) the preparation of a conference guide with the purpose of giving concrete help to teachers and principals wishing to inaugurate a program of conferences.

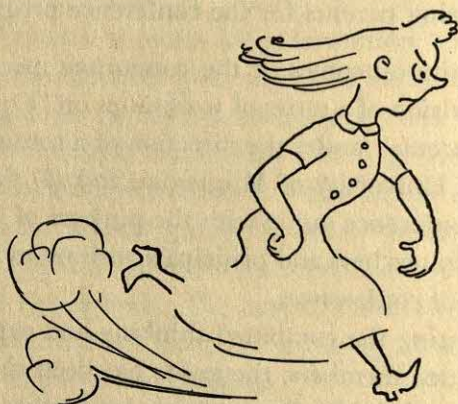
Representing the combined thinking and experience of the committee members, the guide has been submitted to the teachers of the St. Paul schools for further study and revision on the basis of their experience. As the committee attempted to point the way toward a program of parent-teacher conferences, it also sought in return the teachers' reactions to the booklet's usefulness. The committee stated that such conferences will be effective in operation only to the extent that the individual teacher is helped to meet the problems arising in handling such meetings with parents.

The sections that follow represent the suggestions carried to the teachers in the guide prepared for their use.¹

¹ The section that follows represents the material that appears in the St. Paul guide, *Working toward Teacher-Parent Conferences*, and is used with permission of the St. Paul Public Schools, Forrest E. Conner, Superintendent. Director of the workshop in which the conferences guide was developed was Dale Harris.

Superintendent's Foreword

The staff of the St. Paul Public Schools believes that the educational program should be carefully planned to guarantee each individual child the maximum development of



the basic abilities, knowledges, interests, habits, and attitudes that are most important to his present and future growth. Further, the staff believes that the attainment of this objective can be best achieved when there is a close home-school relationship and true co-operation between parents and teachers.

The maintenance of good home-school relationships is dependent upon effective means of communication. It is essential that the teacher have a clear knowledge and understanding of what happens to the child in the home; likewise, it is necessary that the parent should be aware of the role of the school and how it influences his child's development.

One means of establishing effective home-school relationships is the parent-teacher conference, and it is to help teachers who wish to use this means of communication that this handbook was prepared. Its contents will provide many helpful guides and suggestions that will be of great



value in developing a successful program of parent-teacher conferences.

COMMUNICATING WITH PARENTS

One of the logical outgrowths of the *Philosophy of the Staff of the St. Paul Public Schools* is the broadening of means of communication between school and community. The philosophy states, "Our schools belong to the people of the community and the state. Teachers are the professional people employed to carry out the wishes of parents and citizens. There must be communication, understanding, and mutual respect between professionally expert teachers on the one hand, and citizens who establish, con-

trol, and support the schools on the other. The objective is: to achieve what is best for our children, our community, our country, and mankind everywhere."

The primary means of reaching the community, so far as the school is concerned, is through the family. Each parent, each child, and each relationship with the school is unique. Through the interaction that takes place in the parent-teacher conference and the interpersonal relationship that results, the child may become better understood, and a working plan for his mental, physical, emotional, and social development can be drawn up and changed as growth indicates. Interpersonal relationships involve a constructive rapport between the persons participating in a conference so that the basic characteristics of the child may be discussed on a level of understanding, mutual trust, and joint responsibility for the benefit of the individual child.

Other means of reaching the community are: Parent Teacher Association, unplanned and casual contacts that build and strengthen relationships; social events such as programs, exhibits, money-raising functions, and invitations to homes; community agencies such as character-building and recreational organizations, and churches; occasional reports to homes, such as report cards, informal notes, check lists, home visits, school newspaper, newsletters, and bulletins; and planned conferences between parents and teachers.

In the tensions and stresses of present-day living no one profession is expected to be able to handle any and all problems that may arise with a child in school. A teacher is called upon to carry many diversified responsibilities—to work with personalities individually and in groups, to

do what she can to help in developing the child. It is not expected that a teacher be expert in every area. When a teacher has used his skills in working with a child and the problem does not resolve, the first thought is to ask the help of the administrative head of the school, the principal. If, for any reason, the combined efforts of teacher and principal do not succeed in meeting the child's problem, the principal may ask for other professional help.

To develop a broad program of service to children, the St. Paul Public School system has included personnel whose job is to help the individual child, or to work with the principal and/or teacher on a team basis for the benefit of the child. Group tests and scoring of these tests is a service provided by the division of tests and measurements.

Nurses and dental hygienists are available to work with the child who needs physical care. Homebound teachers instruct the individual child confined to home or hospital by physical illness. Speech therapists are trained to give help in the area of speech problems. Visiting teachers are prepared to provide a case-work service for children with social or emotional problems. School psychologists are available for individual testing and interpretation of tests, and, in cases of selected pupils, may do some remedial work and give specialized help with disturbed children. These services are available upon referral from the principal. They are set up to assist the classroom teacher in developing the child to his maximum potential.

Conferences are a means of broadening the understanding of the child and establishing home-school relationships. There has been a growing emphasis on them in the last twenty years. Both in St. Paul and elsewhere, experience has shown that carefully worked-out and studied con-

ferences have been a satisfactory and adequate means of communication.

It is important in developing the conference as a means of communication that the teacher have a sincere feeling that co-operative work with parents is a helpful and integral part of understanding the child. The resulting joint responsibility for the child leads to a clearer understanding on the part of the teacher of the child in relation to the home situation, and a clearer understanding on the part of the parent of the role of the school in relation to the child. The interpersonal relationship involving mutual responsibility results in co-operative planning for the child and in a feeling of satisfaction for both teachers and parent.

THE TEACHER AND THE GROUP CONFERENCE

The planned conference is a part of a program designed to bring the teacher and parent or parents together at a pre-arranged time for a definite purpose. To make such a program effective, it may be helpful to begin with a group conference of the parents of the children of a given classroom. The planning for this type of conference will be based on the teacher's understanding of his own group. The following are suggested as conference topics. They need not all be used in any one conference, nor is the order in which they are listed in any way indicative of their importance.

1. Outline the stages in the development of children and the needs of the particular age group that is being studied.
2. Discuss individual differences. It may be pointed out to parents that physical, mental, emotional, and social growth and development differ from child to

child and within each child. It is simple to point out individual differences in height, weight, and physical performance. It is a little more difficult to point out to parents differences in mental ability and in emotional and social development. Parents are not always ready to accept the fact that among individual differences are the overtones and undertones of emotional and social differences that affect each child's performance.

3. Discuss readiness for learning experiences. Individual differences account for the variations in levels of readiness found in any classroom group. Readiness is related to the assimilation and use of the accumulated experience through which each child is prepared to move to the next step in the learning process.
4. Discuss the grouping of students. It may be pointed out to parents that grouping is based on needs, abilities, talents, and interests, varying from subject to subject, situation to situation, and activity to activity. The same child may find himself in a different status in each of several groups during the day, week, month, or year.
5. Outline the plans of the individual teacher for the class, including a schedule by the day, week, or year, and possibly teaching procedures in particular subject areas.
6. Discuss reporting practices, including individual conferences.
7. Discuss the testing program. The group conference may be used to acquaint parents with the testing program used in the St. Paul Public Schools as well as those tests used by the individual teacher. This ori-

entation may provide the background for the ways in which the results of these tests may be used for the benefit of the individual child. Discussion may include types of group tests given at the particular age level:

- Diagnostic tests
- Achievement tests
- Prognostic tests
- Pre-tests
- Post-tests
- Mental tests

It may be pointed out that school progress is influenced by attitudes, interests, and motivation as well as by ability. The importance of the home in these areas of influence may be indicated.

8. Interpret school policies. Besides the city-wide policies of the St. Paul Board of Education there will be the procedures pertaining to a particular school or classroom.

Desired Outcomes and Evaluation

As a result of the group conference, the parent should gain an over-all understanding of classroom problems and procedures. Through this give-and-take discussion a pleasant and constructive interpersonal home-school relationship is established between teacher and parents, and the way is open for later individual conferences. It is the continuing of this interpersonal relationship which makes the transition from the group conference to the individual conference a natural step.

In the group conference the teacher establishes himself in the role of an understanding person with an objective viewpoint. As a result, the individual parent can react co-operatively when there is a problem. The program gains in strength and mutual co-operation if the individual parent feels free to discuss frankly with the teacher the strengths and weaknesses of his child. If possible, it is important to arrange individual conferences before problems develop.

THE TEACHER'S INDIVIDUAL CONFERENCE

Administrative policies within the school must be considered in developing and scheduling a program of conferences. Principal-teacher planning should precede a conference program. There may be instances wherein a three-way conference of teacher, principal, and parents is indicated.

The child is the primary channel of communication between home and school. When the teacher sets the climate in his classroom, he is indirectly setting the climate for the conference. When the relationship between teacher and child is one of mutual trust, there is a positive base on which teacher and parent may build common understandings of the needs of that child. Each child, each parent, and each relationship with the teacher is unique; it follows that each conference is unique and involves careful planning geared to the optimal development of an individual child at home and at school. The co-operative planning of teacher and parent, based on an understanding of the interests, needs, abilities, and skills of the child, leads to the setting of goals and the formulation of plans for the

child. The interaction of child, school, home, and community produces constant change that calls for resetting the goals and modifying the plans.

Information needing interpretation to parents may be gained from:

Tests

Samples of work

Cumulative records

Anecdotal records

Observation of the child, individually and in groups.

Suggested Conference Techniques

Planning, arranging, and timing have very definite effects on the conference. The interaction between teacher and parent which takes place in the conference may be stimulated constructively by certain techniques. Some that have been effective are:

1. The opening statement should be pleasant and positive.
2. An easy, friendly, sincere attitude on the part of the teacher will help to establish and maintain a good working relationship with the parent.
3. The expressed need on the part of the teacher to know and understand the child will do much to put the parent at ease. The resulting rapport will make the sharing of experiences constructive for the child.
4. The parent should be assured of the confidential nature of the conference. This is important if rapport is to be sustained.
5. The teacher should be business-like, but should not allow the parent to feel that he is hurried.

6. The parent should be allowed to do his own thinking.
7. The teacher should trust the parent and should assume that the parent trusts him.
8. Each parent is superior to the teacher in some areas of experience, and the wise teacher will use those areas of experience in developing and maintaining relationships that will benefit the child.
9. In closing the conference, the teacher should review the plans that have been set up, checking separate areas of responsibility for the home and for the school. In some areas the work will be co-operative.
10. The summarizing of the plan should point up the need for a continuing program of conferences.

SUGGESTED SUBJECT MATTER FOR DISCUSSION

The individual parent-teacher conference is a part of the plan for the optimal development of each child. Its subject matter will be determined by the needs of the individual child in the areas of social responses, emotional outlets, mental development, physical needs, and academic progress. The interrelationships of these areas are obvious, but for purposes of utility they have been separated into categories with suggestive questions. They will not all be used in any one conference. The order in which they are listed is not in any way indicative of their importance.

Academic Progress

1. What are the child's attitudes toward work and academic progress? How are these influenced by motivation, stimulation, or pressures?
2. What are his achievements as shown by:

Tests—standardized and teacher-made?

Samples of work?

3. What are his special interests or talents? What are their significance for the child, parent, and teacher?
4. Does he seem to be working up to capacity on the basis of available information? If not, what can be done about it?
5. Does he seem to work beyond capacity? Is it because of interest or because of pressures of self, family, or teacher?
6. Is he making satisfactory progress in skill subjects?

Language Arts

Reading

Arithmetic

Spelling

Handwriting

7. Is he applying these skills satisfactorily as indicated by problem solving?
8. In giving parents a report of the child's academic progress, the results on standardized achievement tests may be used. These results are in terms of educational age and grade levels which are easy to interpret; however, it is important to bear in mind that while these tests are probably the best scientific measurements of accomplishment that we have in the skill subjects, they may be subject to error. These errors may be due to mechanical imperfections of the tests or of the scoring, or to the unpredictable fluctuations in human performance. They are indications only, and are not to be considered absolute measurements.

Mental Development

1. Is the child able to take responsibility commensurate with his level of maturity?
2. Is he able to work out acceptable solutions to personal problems and group relationships?
3. Does he arrive at decisions by making use of past experiences?
4. Is he capable of self-direction commensurate with his level of maturity?
5. Is he capable of evaluating himself?
6. What are his attitudes toward his progress?
7. May the teacher give I.Q. or test scores if the parent seeks to gain security by asking to know the child's achievement in relation to grade standards or to know the measure of his intelligence? To assist teachers in answering this question, the school psychologists have suggested the following interpretation:

In giving parents a report of a child's intelligence, it is preferable to indicate the *class group in which the score falls rather than a numerical estimate*. For example, if a child has an intelligence score of 104, we assume that he has average ability, and that approximately 50 per cent of the population is in this category. He should be successful in most school situations. If his intelligence score is between 110 and 125, he is above average, and approximately 20 per cent of the population is in the group. He should be above average in his academic success, and he may probably have a successful college career. For intelligence scores above this point, it can be reported that the child has superior ability and the chances are he will be successful in work beyond the college level. It is estimated that 4

to 5 per cent of population is in this category. Because of the unreliability of test scores, it seems advisable to interpret the scores in terms of classification groups. The following table may help:

125 and above	— superior
110-125	— above average
90-110	— average

It may be brought out that most estimates that the teacher has are based on group tests that involve skill in reading. They are good guides, but far from infallible. Scores below 90 may be attributed to a variety of factors other than low intelligence and should therefore not be interpreted as showing low intelligence. In certain cases, a teacher may want to consult with a psychologist before conferring with parents.

The relationship between the child's achievement and the estimate of his ability may be stressed. The results of standardized achievement tests may be given with a description of their meaning. It should be kept in mind that a child's accomplishments are determined by factors such as motivation, interests, and attitudes as much as, and sometimes more than, by his native ability. The influence of the home in establishing these attributes should not be underestimated.

If teachers report only the negative or undesirable traits of a child, the parents are quite apt to become defensive and over-protective. Such attitudes on the part of the parents make parent-teacher communication difficult. On the other hand, a teacher who understands the basis of parents' feelings can gradually help them to accept a realistic evaluation of the child's abilities.

Physical Development

1. How does this child rank in size in relation to other children of his age? Does his size affect his performance? If so, how?
2. Does the child tire easily or is he able to keep up with his group physically?
3. Does he have co-ordination difficulties?
4. Does he have physical handicaps? If so, what do they mean to him? How does he accept them?
5. Does he have allergies or asthma? If so, what do they mean to him? Does this affect his performance?
6. Does he seem to have normal resistance to infections?

Social and Emotional Development

1. Does the child participate in group activities? How?
2. Does he make valuable (for him) contributions to group activities?
3. What qualities of leadership does he have?
4. Does he have a sense of responsibility as a citizen in the group?
5. How does he take direction from the group leaders?
6. What are his attitudes in regard to himself?
7. What are his attitudes toward his peers?
8. What are his attitudes toward his limitations?
9. What are his attitudes toward work?
10. Should any of these be modified? If so, how?
11. Does he seem to have a feeling of security?
12. Does he have self control? If not, what can be done about it?
13. Does he have confidence in himself?

14. Does he have confidence in other people?
15. Is he accepted by the group? If not, why not?

Specific Needs

The specific needs of this child as shown by his:

- Academic progress
- Mental development
- Physical needs
- Social responses
- Emotional outlets

The plan that results from the discussion of these points will reflect the co-operative thinking of teacher and parent. It will permit the resolving of problems as diverse as the differences among children. This plan is aimed at assisting the child to reach optimal development. It will need modification at intervals in order to adjust to the growing, changing child. This is a continuing process.

OTHER IMPORTANT ELEMENTS

Keeping the Conference Moving Smoothly

For the most part, conferences will move smoothly, but occasionally special problems may arise, in which case the following suggestions may help:

1. When the discussion wanders—
 - Restate the question to get a fresh start.
 - Strive to give factual statements, not opinions.
 - If significant sideline issues have been introduced, use them.
2. When the parent's suggestion seems impractical—
 - Aid the parent in the examination of his own sug-

gestions by rewording them so that the parent may "hear" his own remarks.

Reword the statement, relating it toward a practical end.

3. When the parent becomes emotional—

The teacher should feel neither threatened nor defensive when the outburst occurs.

He should permit the emotion to be expressed, maintaining his own poise without loss of warmth and friendliness.

4. When the teacher and parent have differing solutions to a problem—

Arrive at a compromise integrating the values of both, if possible.

5. When there are differences in understanding the terminology—

Exchange illustrations of the terms involved. Interpret or restate them simply. Avoid technical terminology unless the parent understands it.

Evaluation of the Conference

Each teacher, when he goes into a conference, has certain outcomes in mind. The conference itself may modify these in some ways. As the results of a conference are evaluated, the teacher, through a series of questions to himself, might arrive at a good appraisal of the conference and its effectiveness.

1. Was a sufficient degree of rapport reached so that a satisfactory interpersonal relationship was established between the teacher and parent? Why?
2. What has the teacher learned in regard to this child

as a result of this conference that will aid in understanding the behavior of this child?

3. What information did the teacher give that might help the parent in understanding the child in relation to the school situation?
4. As a result of this conference, what are the suggestions for a continuing plan or a change of plan for this child?

Recording the Conference

Until a conference program has grown to the point where adequate time can be provided, recording may be kept at a minimum. Each teacher will work out for himself the method and amount of recording which is most helpful. Suggested means that have proved effective are:

Card file

Check list

Notebook

File folder

Anecdotal reports

The items that are recorded should be those that are pertinent to the child's growth and development. They should hold significance for future work with the child or plans for future conferences. Not all conferences need to be recorded.

There are many possible uses for recording. Two values of the record that are particularly important are the value to the teacher and the value to the school as a part of the child's permanent record. In recording for the teacher's own use, the teacher should feel free to record any and all factual information, attitudes, and reactions that will aid

in understanding the child and his home. It is well to provide a running record of conferences so that the teacher can see what changes are taking place. In recording for school records, the interests of the child will be the primary concern. The question of confidentiality should be reviewed. The policy now followed in many school systems is that no statement that is detrimental to a child should be recorded. This policy should govern all recording on school records in St. Paul.

Summary of St. Paul Program

The material that has just been presented reveals the care that study groups are taking in the preparation of guides for teachers. This St. Paul statement on the subject of parent conferences was well edited before being issued in its original bulletin form.

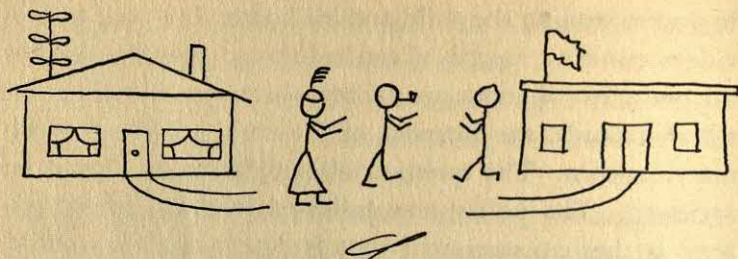
THE OAK RIDGE GUIDE TO SUCCESSFUL CONFERENCES

A committee of parents and teachers, representing the Parent Teacher Association in Oak Ridge, Tennessee, has issued a very small guide offering suggestions on the subject of conferences. It is little more than a handbill to go into both the homes and the classrooms, but it is specific and inviting.

It catches the eye with its simple line drawings, which have been redrawn by the writer and reproduced here with the entire text material.

Preparing for Conference Reporting

The success of the conference report depends upon both parent and teacher. It can be both a pleasant and profitable experience. It is understood that—



Parents can help by:

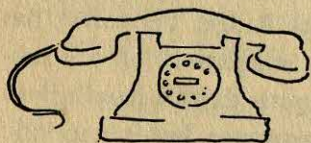
Answering promptly the teacher's note requesting a time for the conference.

Arranging to come at the suggested time.



Avoiding cancellation of the conference. If it is necessary to do so, let the school office know as soon as possible.

Reaching an understanding with the teacher about how the conference is to be shared with the child and the other parent if both are unable to come.

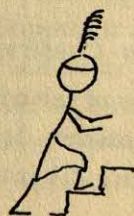
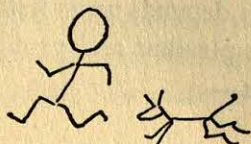


Returning the report promptly if one is filled out for sharing.

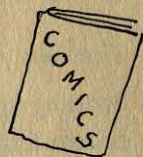
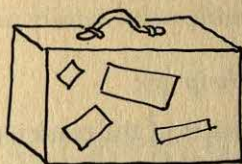
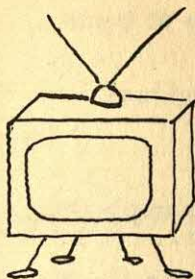
Coming without children if possible.

Avoiding unnecessary discussions about other parents and teachers.

HOME



SCHOOL



Avoiding questions about or comparisons with other children. Children are different.

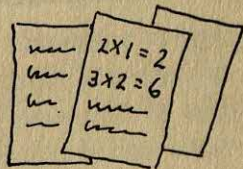
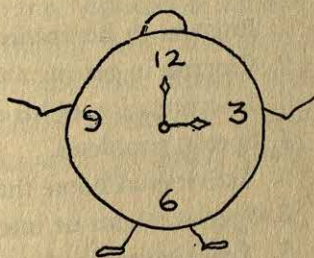
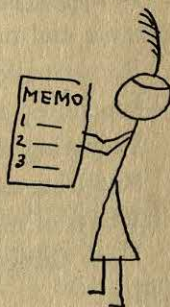
Remembering that the teacher likes to visit, but conference reporting time isn't for that purpose.

Listing activities at home that interfere with school—TV, ball, etc.

Being prepared to ask specific questions. Making a list will help.

Some of the things the teacher may want to know about the child:

1. His reaction to school.
2. His out-of-school activities.
3. His home activities.
4. His home responsibilities—how well he assumes them.



Reading - 'Riting - 'Rithmetic
and
Human Relations

5. His response to rules and regulations at home.
6. His hobbies and special interests.
7. His relationship with family and neighbors.

Teachers can help by:

Sending out notices of the conferences in ample time.

Scheduling carefully.

Allowing ample, but not too much, time for each conference and preparation for the next one.

Preparing for the conference; having all materials ready—brochures, guides, check-lists, etc.

Preparing the child for the conference.

Realizing that all conferences cannot be held in the four half-days of released time.

Some things the parents may want to know about the child:

1. Progress in his subjects.
2. Progress in getting along with other children.
3. Interpretation of his test records.
4. Special problems.
5. Activities at home that interfere with school work.
6. Special talents or interests the child is showing.
7. Teaching methods.

PREPARING SUGGESTIONS FOR PARENT CONFERENCES

THE PRACTICE OF SETTING UP A SPECIAL COMMITTEE OR A workshop study group to prepare a city-wide guide on a subject such as parent-teacher conferences is only one means of stimulating such a program. Another is the practice of assembling and redistributing from the central office suggestions on the subject that have already been prepared by the individual schools within the system. This has been followed, for instance, in Battle Creek, Michigan.¹

THE BATTLE CREEK APPROACH

Issued by the office of the general elementary consultants as a compilation of aids on the subject of conference techniques is a collection of bulletins developed by various school staffs in the city. A classification by the writer of the topics treated in this collection of guides reveals these six areas of concern:

¹ Materials from which the Battle Creek description was developed were supplied by Superintendent Harry R. Davidson.

1. The purposes and values of conferences with parents.
2. Procedures followed in announcing and scheduling conferences.
3. The planning carried out by the teacher in advance of a conference.
4. The procedure followed during the conference.
5. Keeping a record of the conference.
6. Parents' reactions to the conference plan.

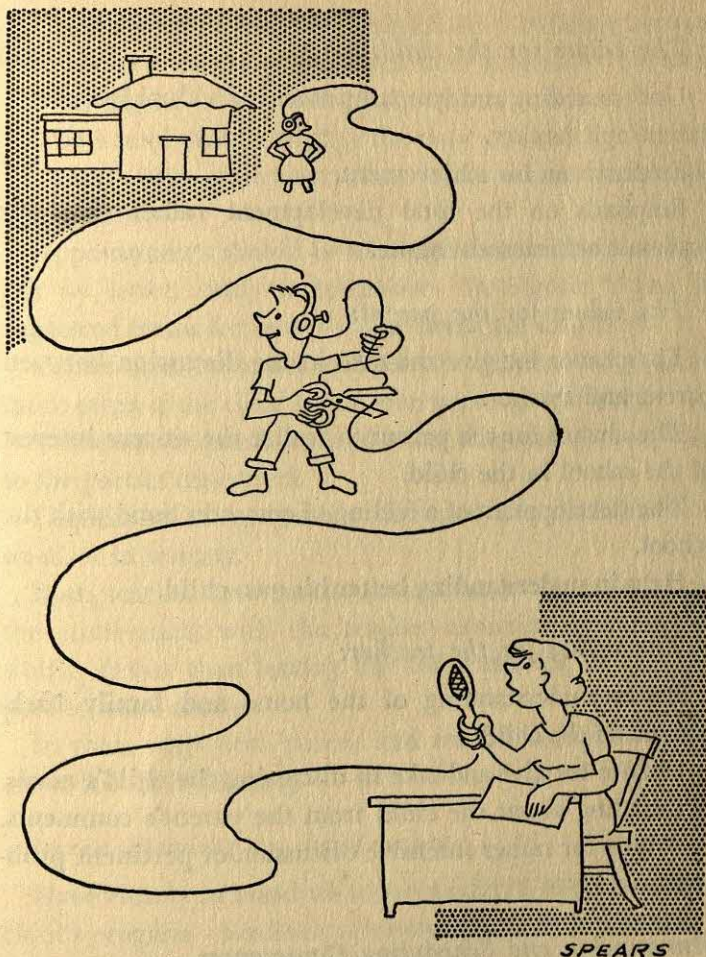
The ideas presented on these various topics have been drawn from the bulletins developed in the various schools and have been regrouped for consideration here. In the lists that follow it will be noted that some conferences in Battle Creek are three-way affairs, the pupil meeting with the parent and teacher at the school. Any repetition among the items is due to the fact that they were taken from the work of different schools, and are included to show the relative emphasis placed upon the point in question.

Purposes and Values of Conferences

The purpose of the conference is to get the people most involved to evaluate a pupil's achievement and plan constructively for his continued progress.

Teachers should keep in mind these purposes of a conference:

1. To give parents a sympathetic understanding of the child in his school relationships.
2. To give an accurate picture of the child's school growth as shown by his individual achievement.
3. To inform parents of the child's maturity level.
4. To inform parents of the child's achievement level.



SPEARS

5. To promote closer co-operation between the home and the school in fostering the growth of the whole child.
6. To promote a better understanding of the ideals and objectives of the school. The conference plan can be a powerful factor in enlisting school support.

The values for the child:

Understanding and sympathy as an individual from both parent and teacher.

Emphasis on his achievement.

Emphasis on the total development rather than on academic achievement alone.

The values for the parent:

The chance for give-and-take in the discussion between parent and teacher.

The chance for the parent to realize the sincere interest of the school in the child.

The development of a feeling of common bond with the school.

Help in understanding better his own child.

The values for the teacher:

Better understanding of the home and family background of the child.

Chance for give-and-take in discussing the child's needs.

Learning about the child from the parent's comments.

Allows for rather intensive discussion of pertinent problems.

Announcing and Scheduling Conferences

The school should enlist the co-operation of the Parent Teacher Association, through room mothers and executive board.

It should acquaint parents with the plan through such means as newspaper publicity, letters to the homes, and meetings at the school.

Conferences should be scheduled on a building basis so that one trip to the school is all that is necessary for each parent, regardless of number of children involved.

The school should arrange the most convenient time for the parent and, if necessary, later make necessary schedule adjustment.

Appointments should be arranged in business-like manner by letter, card, or telephone. In Figures 7 and 8, suggested forms for letters to the home are indicated.

Conferences twice a school year should be arranged, and more often if the child is one who needs special help.

Conferences should be held when they are of most help to the parties concerned.

Unpleasant things are best discussed at a conference instead of in writing.

Both teacher and parent should know the purpose of the conference, with the teacher assuming this responsibility rather than leaving the understanding of the purpose to mere chance.

In these ways both parent and teacher can plan in advance for their meeting.

Advance Planning by the Teacher

Have clearly in mind what is considered important in a child's progress—academic achievement, skills, habits, emotional stability, physical growth, etc.

Collect specific evidence or data to substantiate the points to be made.

List points to be discussed.

Plan informal setting for the discussion, such as an attractive arrangement of chairs away from the desk.

Consider the children themselves, developing confer-

ence sheet with them, gaining their confidence and co-operation as vital to a good conference.

Procedures Followed During the Conference

Greet the parents in a friendly, relaxed manner, establishing rapport and building a co-operative relationship.

Have a sensitiveness to the parent as a person and consider his personality.

The teacher needs to be a good listener. The parent often initiates the discussion.

It requires a great skill in some cases to get the parent to talk about the child.

The teacher carries the responsibility to keep the conversation on the child.

Look at problems as mutual, and lean toward, "What can we do about it?"

The discussion should be honest but also tactful.

Give evidence of the planning done.

Provide a conference sheet and pencil should the parent want to jot down notes.

To establish rapport, convince the parent of your sincerity.

Give the parents a feeling of importance about the child.

Start and finish the conference on a positive note.

Make plans together for continuing progress. Invite parents to return for a visit to the classroom, and urge them to attend the Parent Teacher meetings.

The conference is not a one-way affair. If it turns out to be just a time for telling parents something, then a note or report card would have been simpler.

Try to choose those things that seem to need sharing and discussing right now.

Leave parents with the idea they are helping the school do its work better in the future.

A summary is always good, particularly if it looks to the future.

Summarize by restating the important points so that they may be reported to the other parent.

Make parents feel that the conference is more than a friendly chat, that it is a period of professional consultation.

Keeping Records

The conference plan becomes the first part of a record.

After the parent has left, jot down briefly any pertinent information brought out during the discussion.

File the record of the conference.

At the end of the year clip together all records of the conferences dealing with each pupil.

PARENTS' REACTIONS TO THE CONFERENCE PLAN

It is to be expected that the use of the conference plan by a school will invoke among the parents a hearty discussion of its merits and its limitations. This has been the experience of schools time and time again, the height of the interest coming shortly after the inauguration of the system. Regardless of the reactions of the teaching group, the success of conferences is dependent upon the acceptance of the idea by the parents.

It would seem that the plan would be accepted with appreciation if the school machinery for such were installed in accordance with the principles just reviewed and oiled by the human touch that has been invited in the suggestions to teachers. In Battle Creek this acceptance was not

Battle Creek Public Schools
Division of Instruction

PARENT-TEACHER CONFERENCES
FIRST LETTER TO PARENTS

Dear _____ :

Plans are under way to schedule Parent-Teacher conferences on March 2 and 5. There will not be school for the children on these two days.

In order that we may see all parents, we are again limiting each conference to twenty minutes. We sincerely appreciate your co-operation in keeping your appointment promptly.

We are hoping that in the cases where there are two parents, both will plan to attend. If you have more than one child in the family, conferences will be arranged consecutively.

Please come to the conference prepared to discuss your child's progress in school, as well as any problem you see pertaining to your child. Your suggestions of ways we can be of greater help to your child will be very welcome. By planning and working together, we can better achieve the goals set for your child.

Sincerely yours,

.....

PLEASE FILL IN AND RETURN TODAY

Special consideration will be given working mothers if we know your free time.

I can keep an appointment any time March 2 or 5. ☐

I would find it impossible to keep an appointment at the following times

Parent's signature

Figure 7. Suggested letter to the parents.

Battle Creek Public Schools
Division of Instruction

**PARENT-TEACHER CONFERENCES
SECOND LETTER TO PARENTS**

Dear _____:

Your appointment for your conference is: _____
_____ from _____.
date time

Please keep this half of the slip for your reminder and fill in and return the lower half to school *immediately*.

In case of emergency and you would not be able to keep your appointment, please notify the school.

Thank you,

.....

Dear Teacher:

I will be able to be at Fremont School for my conference regarding the progress of _____
Pupil's name

at _____ on _____ date
time day

Parent's signature

Figure 8. Suggested follow-up letter.

taken for granted. Instead the schools have sought the reactions of the participating parents, and have collected these ideas both by means of a printed form sent to the homes and by recording the verbal reactions. The lists of these comments of parents that follow were distributed to all schools by the office of the elementary school consultant.

Unfavorable Parent Reactions:

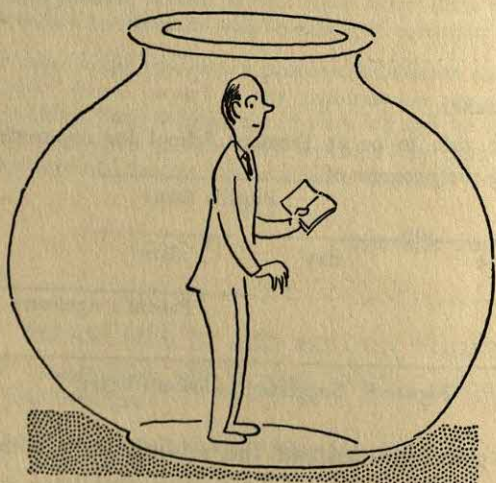
It's difficult to get the fathers to come to the conferences.

Suggestion: Still like the report cards.

Disappointment to child in no report card—lack of full report to child by parent—loss of competition between children. *Suggestion:* Elimination of this method.

The child should have cards marked for the different studies so he will know what to study harder on. *Suggestion:* Report cards too.

You have no written report to take home to the father or to compare with the next conference.



Hurried teachers might overlook some particular study child was slow in.

The time element is a problem when you have small ones at home.

I often wonder if the system presents enough of a challenge

to the average child who lacks a dominant desire to please and excel.

A hasty look over a child's work tells me little. That work that is shown should have a grade on it.

I may be old-fashioned but a report card with a definite grade is a good measuring stick.

The teacher spent only about five minutes with me. I felt as though she was thinking of something else all the time I was with her.

There was nothing definite I could recall that the teacher told me. We just seemed to ramble and she told me some nice things about my child.

I was sorry the teacher had not prepared the outline some of the parents had had. Our conversation was so sketchy and I couldn't possibly take notes to discuss later with my husband.

I didn't feel free to ask the things I wanted to know. I guess I was afraid of her.

We were interrupted in our conference and I never did get a chance to complete our discussion.

I still think they don't do any work in that room. All we talked about was the emotional maturity of my child—whatever that was.

I wish the teacher had made some suggestions in the ways I could help my child at home. We enjoy playing school when we are home alone in the evenings or when my child is ill.

Favorable Parent Reactions:

I believe that the teacher and parent both benefit from discussing the child together.

You can really find out the faults of your child and together with the teacher find a method to correct them.

I feel that much more can be said at conferences than could be written on a report card.

It gives me a chance to really know the progress of my child and to know the teacher better.

Brings things to the attention that have been overlooked in everyday life.

The parent and teacher can really discuss the child on points the teacher could not feel free to write for the child to read; and it should be a help both to the parent and teacher to get both sides of the picture.

Fine opportunity to see, understand, and question newer teaching methods.

You can learn not only the child's academic growth but of the personality growth as well.

I liked the feeling that the teacher and I were both interested in my child.

Miss —— had really prepared beforehand for our conference. She was specific in her comments and gave me definite ways in which I could help my child.

I really felt I knew the kind of person I send my child to every day.

I learned many new ways they are teaching things today. I can help my child much better with his school work when he brings it home.

Now I know why the teacher stresses some of the things I hear about. I asked her many questions about the things I

hear. I asked her many questions about things I did not understand.

The teacher urged me to take notes as she talked from her outline. I was so glad to have something to take home with me to show my husband. Blanks and pencils were all laid out for me to use.

I liked to see samples of my child's work. It gave me a better appreciation of what she was doing and what I could expect of her. The teacher told me about each phase of the school program.

Where does my child stand in the group?—I don't want her judged by the group.

Summary of Parents' Criticisms

It is to be noted that the dissatisfactions registered might be summarized under two types. One is the parent's reluctance to have the oral reporting system substituted for the home report card plan. This is a major decision to be made and many schools that believe in oral reports follow the suggestion of the one parent here—namely, adherence to a dual system. The writer is of the opinion that the home report card should be supplemented but not replaced.

The second type of criticism is the reflection upon the way the conference was scheduled or the manner in which the teacher conducted it. The situations implied in this type of parental reaction can be avoided, as invited by the list of suggestions for good conference procedure issued in Battle Creek and outlined earlier in this discussion.

It is interesting but natural that in one instance the parent criticizes the classroom teaching approach rather

Battle Creek Public Schools
Division of Instruction

REPORT ON PARENT-TEACHER CONFERENCES

Teachers:

Please make a careful survey of the results of your conferences and return this to the office as soon as possible so a compilation of our reports may be made.

1. Enrollment in your room_____
2. Total number of conferences_____
3. Number of conferences on regular conference dates

4. Number of evening conferences_____
5. Number of conferences held ^{preceding} following week_____
6. Number of conferences still to be held_____
7. Number of parents who did not show up — no valid
excuse_____
8. Did you have any request for a written report card to
be given now? How many?_____
9. Number of fathers present at conferences_____
10. General reactions of parents:
11. Suggestions or criticisms from parents:
12. What was your opinion of this form of reporting growth
and progress of child?

Teacher's signature

Figure 9. Summary form used by Battle Creek teachers.

than the conference itself. If the school principal encourages this close home-school, face-to-face relationship that is provided by oral reporting at the school, then in turn he should expect a corresponding freedom on the parent's part to give him reactions to the teaching situation itself. That is, if parents attain the implied ease in discussing with teachers the work and behavior of their children, at the same time they will be attaining an ease in speaking about the general operation of the instructional program.

The teacher who engages in the conference plan should not be surprised at or adverse to follow-up conferences with parent and principal if such come about naturally in this chain of events leading to the best possible program for the pupil. Reporting progress, in its true sense, has no air of finality in it, but looks to next steps just as surely as it reviews events that have transpired up to that moment.

The form reproduced in Figure 9 indicates the care that has been taken by the administration in Battle Creek to hold the conference plan along sound lines, to evaluate its use through the organized reporting of all teachers using it. Such reports as the one provided here enable planning groups to recheck expectations and outcomes.

SUGGESTIONS IN MISSOULA

The list of suggestions issued to teachers in Missoula, Montana, for the conduct of conferences places great emphasis upon the everyday social graces.² It stands as an example of the teaching profession's deep appreciation of the importance of good human relationships—the impor-

² The Missoula bulletin was supplied by Superintendent C. S. Porter, Elementary Schools.

tance of the teacher being a gracious host when parents visit the school. The Missoula formula for winning friends and influencing people is as follows:

Setting the Stage for the Conference

Approach every conference expecting it to be interesting, pleasant, and a new adventure.

Act in a gracious manner with no hurry or tension.

Arrange place of conference as attractive as possible.

Insure freedom from interruptions.

Starting the Conference

Give a friendly relaxed greeting. Remember that a parent is generally far more ill at ease than the teacher. Talk about something of general interest. Without a feeling of at-homeness on part of parent, the conference will not proceed satisfactorily in a give-and-take manner.

After establishing rapport, the teacher may proceed with the actual conference by briefly indicating the items she wishes to cover during the conference, or by opening with a pertinent question.

"Do's" for Teachers in Parent Conferences

Begin and end the conference with good points—be cheerful about the whole matter.

If you have no suggestion for improving an adverse condition, don't bring it up.

Discuss the child's success along with his needs.

Maintain your role as host or hostess and be as gracious as you would be to a caller in your home.

Listen to what the parent is saying with every effort to understand and appreciate his point of view.

Go only as far as the parent is ready to accept. We are all afraid of ideas we do not understand.

Treat these conferences as highly confidential.

Never repeat any matter of a personal nature about a child or family to other persons, even to teachers, except when professionally necessary.

Keep other children out of the discussion even when introduced by the parent.

Be truthful—but tactful. Nothing is gained by an unkind remark or by putting the parent on the defensive.

Select for emphasis the strengths and weaknesses the child and parent are ready to deal with constructively.

Remember that parents are subjective and emotional about their children. Put yourself in the place of the parent and try to see what effect your remarks will have on them.

Try to find out how the parent is thinking and feeling about his child. If the parent is seemingly worried, find out why.

Accept the parent's reason for the child's behavior without showing signs of disapproval or surprise. If necessary, lead the discussion into additional possible causes of action or attitude.

Try to get the parent to take the initiative in solving the problems. Accept the parent's suggested plan of action if it is at all possible to do so.

Help parents to see growth, emerging interests, and new behavior. Parents are often so close to their children and are so anxious that they are unable to see small but important indications of growth. Anecdotal records would prove helpful here.

Try to close the conference on a pleasant note such as a

plan for a further conference, a statement of reassurance, or a restatement of a mutually developed plan of action.

Remember that the final effect of any conference will be the parent's private opinion of it and reaction to it.

Points to Avoid

Don't try to out-talk a parent; you learn more by listening. Avoid arguments.

Don't use expressions that imply placement of blame.

Don't discuss other children.

Don't limit discussion to weaknesses.

Don't talk about weaknesses that are impossible to remedy.

Don't diagnose health conditions or suggest treatment. Keep the discussion to such aspects as fatigue, restlessness, and irritability.

Don't suggest home activities that are really the responsibilities of the school.

Don't interrupt a parent to make a point of your own. It is preferable to make a note so that the point can be mentioned later.

Don't indicate lack of adjustment without encouraging an analysis of the causes and an exploration of possible remedies.

Don't try to consider too many problems; take up one or two of the most pressing.

Don't try to force your thinking on a parent. Strive for mutual thinking and understanding.

Don't bring the I.Q. into the conversation, as this information is strictly confidential. Any test results must be handled very, very carefully.

Don't tell a parent that a psychologist or a psychiatrist

should be consulted. Be able to recognize problems that are too severe for the school to give sufficient help. In these cases the problem should be referred to the principal.

Don't attempt to interpret the curriculum in short conference. The chief purpose is to discuss the pupil's progress.

Summary of Suggestions

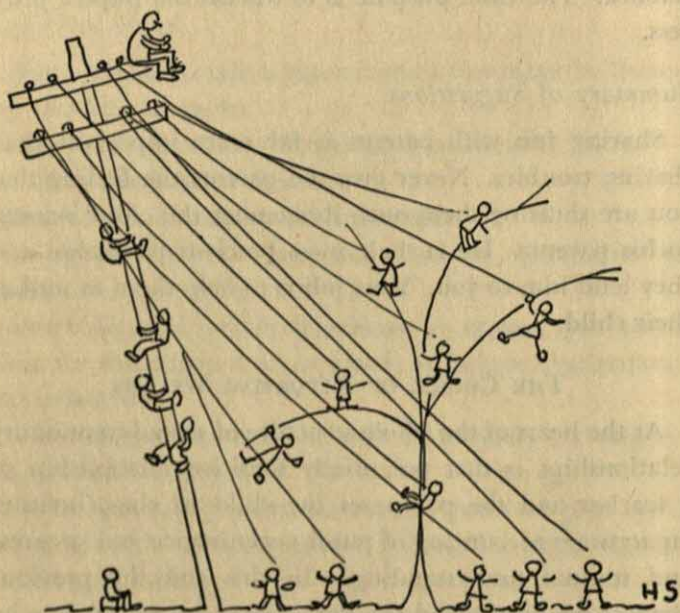
Sharing fun with parents is far more important than sharing troubles. Never give the parents the feeling that you are shutting them out. Remember the child belongs to his parents. He is their most precious possession and they lend him to you. Your job is to help them as well as their child.

THE CHOICE OF REPORTING SYSTEMS

At the heart of the whole structure of school-community relationships is that potentially sensitive relationship of a teacher and the parent of the child in class, inviting an accurate accounting of pupil performance and progress and mutual understandings. In this and the previous chapter we have noted the faith placed in conferences by St. Paul, Oak Ridge, Battle Creek, and Missoula. Perhaps the total effectiveness of any school system's public relations can best be measured by the effectiveness of the sum total of all parent-teacher relationships. Shortages here cannot be made up for in other public relations procedures. A parent's opinion of a school system is in keeping with his opinion of the classrooms of his children.

The possibilities for good or bad are astounding. If a high school teacher has a total of 125 pupils there are 125 lines of communication involved, and in a small school of

only ten teachers this would mean the possibility of 1,250 home-school connections. Omitting conferences that might be involved, in marks alone under the typical reporting system there would be 1,250 potential parent reactions



125 PUPILS MEAN 125 LINES OF COMMUNICATION

each marking period. The case for the total reaction of home to school might be discounted on the grounds that many parents pay little attention to the school progress of their children. Even if this were so, this percentage of the homes would in turn represent the marginal area into which schools are continually moving as they solicit increased interest in their work.

How to interest more parents in the school program and how to develop better understanding on the part of those

already actively interested represents the objective of any plan of systematic home reporting. The growing popularity of the parent-teacher conference at the school, as a regularly scheduled meeting involving all homes, reflects the difficulties in getting the true message of the pupil's progress to the home by means of a report card issued periodically through the school year.

To what extent the movement to replace a card with a conference reflects faith in the conference and to what extent it reflects dissatisfaction with home report cards is difficult to say. To what extent it reflects the unique weaknesses of the particular card in question in a district cannot be disposed of with generalities but invites consideration of each case in point. To what extent the movement represents the desire "to keep up" cannot be determined. But it can be said that this interest in conferences with parents represents the desire to do a better job of reporting, and a willingness to experiment a bit in the process.

The writer's original purpose in discussing the conference plan was to reveal the popularity of this subject in current in-service study programs. The improvement of report cards is likewise a center of interest with study groups.

Some Simple Principles

The relative values of the various systems of reporting pupil progress cannot be cast in a tablet and handed down to school systems in wholesale fashion. It is not an either-or proposition but rather a challenge to the local district to determine what best accomplishes the goals of effective reporting in that district. However, any study of this question can be guided by these ten simple principles:

1. *Any system of reporting pupil progress to the home should be developed co-operatively by parents and school personnel.* Since every school has some system or other, this means that any innovations should represent mutual study and consideration. For instance, the defense by parents of a traditional system would be better were it made in the study program leading up to revision rather than after the revised system is inaugurated.

2. *Parent representation on such study committees should be ample enough to reflect general parental opinion.* At times school people, in selecting parents for study programs such as this, are inclined to choose those who are more advanced in their knowledge of school trends and, in turn, more apt to recommend pronounced changes. Machinery needs to be set up to carry back and forth to parent groups, just as to teacher groups, the work of the special committee while it is in progress.

3. *Changes in reporting systems should be gradual rather than radical.* Just as schools should make no overnight revolutionary changes in the instructional program, neither should they use such an approach in the reporting of the pupil's school progress. For instance, some school systems have first extended the system of oral conferences without replacing home reports, leaving to the future the decision of total substitution.

4. *School administration should appreciate the difficulty of having different reporting systems in school neighborhoods of the same school system.* School boundaries down the middle of streets do not necessarily separate parental interest and action relative to school procedures. In its enthusiastic study of the school reporting question, the faculty of a given elementary school in a city cannot over-

look the reactions of the parents of the neighboring elementary school to possible change. The various neighborhoods within a school district fit into each other as pieces of a jigsaw puzzle and must so be considered in the case of proposed changes. This is not to say procedures should be lock step, but rather that school study groups must respect a certain orientation into the larger district picture.

5. *The philosophy that governs the reporting practices in use in a school system should be the same for all grade and school levels.* This does not mean that the system of reporting needs to be the same at all levels but rather that the spirit and the atmosphere that govern the approach should be the same. For instance, the idea of close parent-teacher relationships in the elementary school asks the same in the secondary school. There should be open communication between home and school at all times.

6. *No report of pupil performance for a given period, either written or oral, should come as a shock to parent or pupil.* Open relationships are needed at all times, regardless of the reporting plan used. The telephone should be used freely in any system for keeping parent and teacher equally informed in connection with the pupil's school progress.

7. *Any reporting system is enhanced by the efforts to bring parents to the school as groups.* Back-to-school nights, pageants and entertainment, Parent Teacher Association meetings, athletic contests, student assemblies, and other group gatherings are used successfully to build up the parental interest and participation in school affairs that is essential to any system of reporting to the home the progress of the pupil in the classroom program.

8. *At the heart of any reporting system is the easy access of parent to teacher and teacher to parent.* This places the weight of reporting upon good human relationships and not upon a report or some other device that is used as a part of the reporting plan. The value of good mechanics—such as a well-developed card or a carefully planned conference—is to be respected at all times, but mechanics alone mean little.

9. *A system of reporting should not act as a burden to either parent or teacher, nor should it be set up at the expense of the pupil's instructional program.* In trying to move away from the home report card system, schools at times have devised time-consuming substitutes such as individual detailed letters to be written by the teacher about each child. Likewise, the conference plan must be weighed against the time spent by teachers and parents and against any infringement that may be made upon classroom instruction.

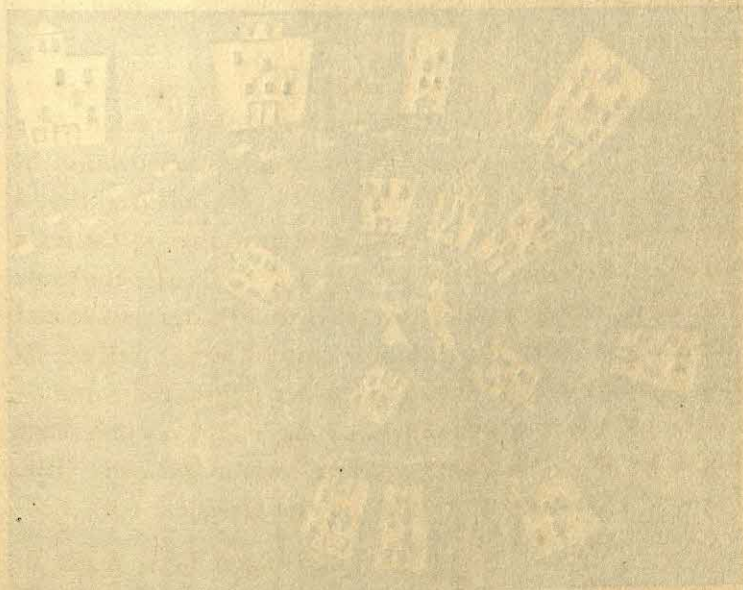
10. *Any reporting system used has as its joint purpose the parent's clear understanding of the child's progress in school and the combined home-school concentration of attention upon the pupil's welfare.* It is conceived that a report card might be so well developed that it carries a rather clear picture of the student's work, but at the same time there may be nothing about it that brings parent and teacher together in the common cause of pupil welfare. It may be nothing more than the teacher telling the parent—a one-way conversation. On the other hand, a conference might mean a pleasant exchange of ideas with little learned by the parent of the child's progress.

Looking ahead. So much progress has been made in recent years in reporting procedures that there is ample

help available to any school system that wishes to embark upon a teacher-parent study program. There are no stock answers, no infallible systems, but there is much to stimulate local study. The proper reporting plan is one to be found through local in-service study.

IN-SERVICE STUDY OF REPORTING

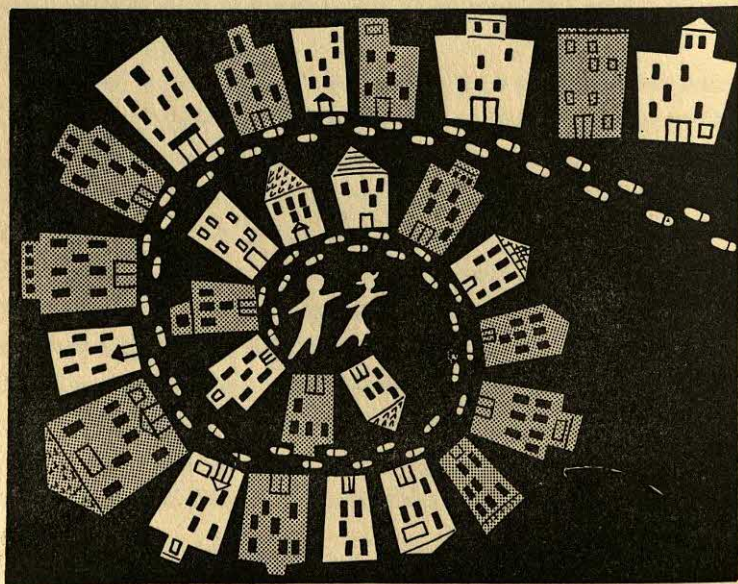
In all four of the actual school cases treated in Chapters 9 and 10, the suggestions about conferences were developed by teachers in workshops or other in-service study programs. The concern was the child's educational progress, the same concern that brings teachers together to devise better methods of teaching this or that. The study of reporting to parents is a legitimate aspect of curriculum development.



II

IN-SERVICE ORIENTATION OF NEW TEACHERS

FROM GREEN BAY AND MILWAUKEE TO DALLAS AND TUSCON, and from Seattle and Corvallis to Atlanta and Miami, the schools systematically arrange the welcome mat for the new fall crop of teachers, and blanket the miscellaneous ma-



neuers that follow under the general title of *orientation*. The orientation of new teachers to a school system is in essence the introduction to later in-service study. Adjustment to the community and the school system is a prerequisite to the more methodical study of the curriculum and the program of instruction.

In many school systems it is most difficult to determine where orientation leaves off and in-service begins, so coordinated are the two programs. The first step in orientation is usually the presentation of a printed guide to the entering teacher. For instance, the picture included here and the comment that follows come from the attractive little booklet greeting the newcomers to the Dallas Public Schools. It is common for such a booklet to give a brief background of the city itself, as indicated by the following statements from the Dallas, Green Bay, and Milwaukee publications.

THE DALLAS STORY

You are now a Dallas teacher employed to teach a group of young Dallas citizens somewhere in the sprawling confines of the Dallas Independent School District. You will want to know something of the city in which you plan to carve out your professional career. It is not necessary here to burden you with a lot of history, but let us say that it has been a wise leadership of both professional and business men which has produced the city of Dallas.

It must have been the dynamic quality of leadership, because scientists who know about such things say that Dallas is a geographical freak—no seaport, no navigable river, in fact, no river except in wet weather. This somewhat spells out an obligation to build citizens who will carry on the tradition of Dallas.

In case you are not acquainted with the city, its size is somewhat awe-inspiring, its opportunities are an ever-unfolding vista. You are starting to teach in a highly cosmopolitan community whose culture, refinement, and standard of living often amaze people from without the state. You will like it. You will like its people. You will love its children. They are the most handsome, bright, and responsive group that you could hope to meet.

In case your job should get you down, Dallas department stores provide unparalleled shopping facilities to raise your spirits. The city has wonderful churches and service clubs. It also affords the very best in entertainment. You will like Dallas.

At the close of last term, 117 schools were in operation in the Dallas Independent School District. These ranged in size from a three-teacher primary school to a 1900-pupil senior high school. In fact, the statistician's office reports enrollment nearing 100,000 children in our school system. There are more to come as the schoolhouse doors open. In September we expect approximately 9,000 first graders to show up. Along with them will come an undetermined number of children at all grade levels who have moved to Dallas recently. The fact of it is that your job, more than likely, resulted from this increase.¹

THE GREEN BAY STORY

The administration is happy to extend a sincere and hearty welcome to you. We want you to enjoy living in Green Bay and working in its city schools. As you come into the school system and the community, you will naturally have some questions. This little publication is an attempt on our part to help

¹From *Teaching Profession Ahead!*, orientation booklet supplied by W. T. White, Dallas Superintendent of Schools.

answer some of your questions and to help orient you to a new situation.

Green Bay is a growing progressive city. Although it has passed the 50,000 figure in population, it still retains many of the desirable characteristics of a small city. You will find its people friendly and eager to become acquainted with you. As a teacher, you will be a respected member of the community, and you will be welcomed into its activities and organizations. Many of the teachers are civic leaders in Green Bay.

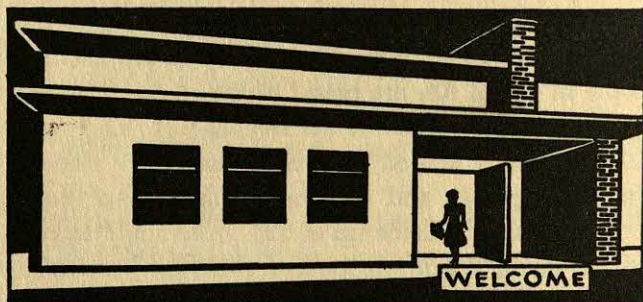
People in Green Bay are proud of the educational program and the physical facilities of the city schools. An enrollment of 7,900 pupils is housed in twelve elementary schools, two junior high schools, and two senior high school buildings. The teaching staff is made up of 333 professional workers.

Here is where Wisconsin started. Here the first white men came in 1634. Here were the first settlers, the first newspaper, court, and judge. Here the first church and school had their beginnings.

And here that rich historical heritage lives on. It is in the names. In the school called Nicolet after the first white man to visit Wisconsin . . . in the suburb called Allouez for the Jesuit who worked among the Indians in the 1670's . . . in the streets called Porlier, Grignon, and Baird after early settlers. And it is in the historical shrines . . . the Cotton House, Old Fort Howard Hospital, and Roi-Porlier-Tank Cottage, oldest building in Wisconsin.

Today Green Bay has grown into a thriving modern city of more than 50,000. Located on the bay, it is at once a harbor for ocean-going ships and a getaway to the vacation lands of Northern Wisconsin. It is both a manufacturing center and a distribution point for the manufactures of many other cities. And as the trade center for 200,000 people in the surrounding area, it is a city of large and numerous retail stores.

Green Bay is a pretty city . . . big enough to succeed in but small enough to live in. People can walk to work, and many do. People can own their own homes, and 70 per cent do. People like to remain in Green Bay and most do. Again, welcome to Green Bay. We hope that you will be happy and successful members of our faculty.²



THE MILWAUKEE STORY

A most sincere and happy welcome is extended to you. We are happy that you are planning to be one of us. You will enjoy teaching here, and most of all we hope you will be happy in your work.

Undoubtedly you will have many questions that you will want answered. This handbook is designed to answer some of them, but more particularly, to help you become better acquainted with your new home and family. It won't be able to answer all of your questions because we, ourselves, do not know all the answers. However, you will find it helpful in your orientation.

You will find your fellow teachers and members of the administrative staff eager and willing to assist you on your

² From *Hello*, orientation booklet supplied by Fred H. Wanderey, Green Bay Superintendent of Schools.

road to successful teaching. Your own experience, however, will be the background upon which you will depend for ultimate success. The first part of this handbook contains information about the city of Milwaukee. The second part lists information about the school system. Part three contains information that pertains primarily to you.

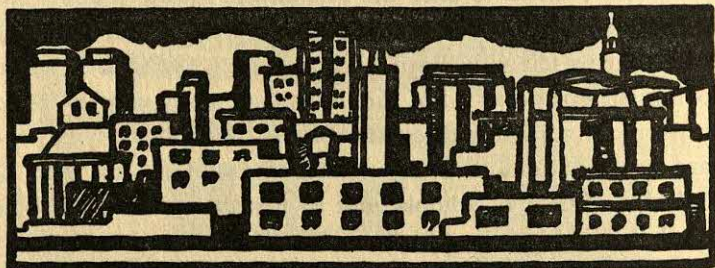
You have much to offer the Milwaukee Public Schools and Milwaukee has, in turn, much to offer you. You will find Milwaukee a friendly, clean, and orderly city of thrifty, home-loving citizens possessed of the persistent energy usually found in people occupied with essential industries. The city has the rare combination of being a city of factories, but also of desirable homes, of schools, and of institutions that minister to all that is highest and best in life, of beauty spots that any city in any land would have pride in possessing.

Today Milwaukee has over 85,000 pupils enrolled and housed in more than 116 buildings with a teaching staff of about 3,000.

Milwaukee is the largest city and commercial metropolis of the state of Wisconsin. It is located on the west shore of Lake Michigan, at the confluence of the Milwaukee, Menominee, and Kinnickinnic rivers. The site of the city was originally chosen by the Indians, and the name is of Indian origin. It was visited many times by trappers, traders, and missionaries.

The first of these was Father Jacques Marquette, who visited Milwaukee in 1674 on his way from Green Bay to Chicago. Then came Father Claude Allouez in 1676 and Father Jean de St. Cosme in 1699. Jacques Vieau, Sr., built a log house in what is now Mitchell Park in 1795. A replica, built in 1910, may still be seen in the park. Vieau operated a chain of trading posts in Wisconsin. One of his clerks, an energetic young trader by the name of Solomon Juneau, settled here in 1818 and, for three decades thereafter, was a dominant figure in the growth of the city. He was joined in 1833 by George

Walker, and a year later by Byron Kilbourn, thus completing the triumverate that was to be inseparably linked with the founding of the city and its subsequent growth from a little Indian village with a population of about 1,328 to a great city of almost 70 square miles and a population of about 675,000.



THE IN-SERVICE TRAINING OF NEW TEACHERS

The city now ranks as one of the largest industrial centers of the United States and produces a wider diversity of manufactures than any other city, but unlike most factory cities, it has the rare distinction of being one of the most beautiful and desirable residence places in America. It is a good place to live as well as to work. You will like living and teaching here.³

The orientation of new teachers is an offshoot of the in-service training idea, with its beginning before the teacher ever steps into the classroom of the new school district and its termination sometime during the first school year. In a sense it has no termination, for it leads eventually into the regular in-service activities of the experienced teachers, with the new teacher hardly knowing where the one left off and the other began.

³ From the orientation booklet, *Welcome to the Milwaukee Public Schools*, supplied by Harold S. Vincent, Superintendent. The pictures accompanying the statement also appeared in the booklet.

Orientation is founded on the same conviction that underlies in-service training, namely, the idea that teachers want help. Its true distinction from the other is its double feature, its provision of personal service in addition to the in-service provision of professional service to teachers.

THE PROVISION OF PERSONAL SERVICES

Orientation begins with the idea that new teachers are apt to be strangers to the community and to the workings of the school system into which they are entering and consequently deserve some guidance from those who know their way around. This type of service is quite personal and has to do with getting settled and meeting people who are to play a part in the teacher's new life. Some of the help is supplied in printed form, but much of it means personal contacts with those who know.

The Newcomer's Handbook

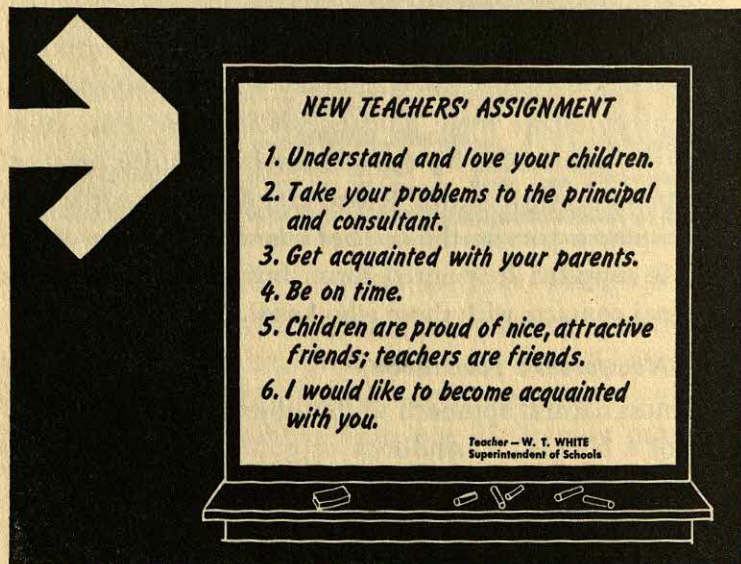
A most natural approach to this objective is the publication of a booklet, a handbook or guide, a project that is often carried out in a school system as an in-service training project by teachers already on the job. In other instances the work is taken over by a local teachers' association, as is the case in Tucson, Arizona. But in any case, the publication alone does not suffice, it becomes a handy reference book in the more personal program of orientation that extends beyond it.

The three statements above, from Dallas, Green Bay, and Milwaukee, were taken from the opening pages of the handbooks issued new teachers by the respective school superintendents. This breakdown of their contents and format gives an idea of the miscellaneous approach to this job from system to system:

The Dallas Booklet

Seven by nine inches, sixteen pages, printed, with extensive art work, one color besides black. As to the contents—

Names of the Board of Education and the leading administrative officers of the Superintendent's staff.



A message, "New Teachers' Assignment," which is reproduced on this page just as it appears in the handbook.

A two-page spread, "Our City," the illustration and text of which were used at the opening of this chapter.

A three-page statement treating the extent of the school system and reviewing its history back to its 1874 beginning.

A two-page reference to the function of administration and non-teaching personnel as a service to classroom teachers.

Personnel matters are handled in the next section, in-

cluding references to salary payments, the salary schedule, the tenure plan, sick leave provisions, and professional meetings.

Three pages are devoted to a review of professional organizations which teachers may join—national, state, and local. The case is established for such membership and the services rendered are reviewed.

There follows a notice concerning reports and teachers' guides issued by the school office which are considered as required reading for new teachers.

The booklet closes with a short congratulatory statement and the names of the committee members who edited the booklet.

The Green Bay Booklet

Five and one-half by eight and one-half inches, twelve pages, mimeographed. The publication opens with the members of the Board of Education, continues with the Superintendent's statement carried earlier in this chapter, and follows with sections on these subjects:

- Housing—and where to find it
- Transportation in and out of the city
- Social and recreational activities available
- Supervisory services available
- Suggestions about relationships with parents
- Salary policy
- Time schedule of the schools
- Absence regulations
- Group insurance plan
- Summer in-service training requirements
- Transcripts, requirements
- Professional organizations

- Resignation procedure
- Retirement system provisions
- Lesson plans, requirements
- Provision of supplies
- Pupil excursion regulations
- Tutoring regulations
- Collections and sales in the schools
- How to handle accidents
- Regulations concerning agents
- School calendar for the year
- Salary schedule provisions

The Milwaukee Booklet

Four and one-half by six and one-half inches, forty pages, printed. The new teachers are welcomed by an opening statement from the Superintendent, which was included earlier in this chapter. The members of the Board of School Directors are then listed, and these sections follow in chronological order:

- Transportation in and out of Milwaukee
- Housing accommodations
- Recreational opportunities
- Educational opportunities for advanced study
- The history of Milwaukee public schools
- Statement of philosophy
- The Central Administrative Staff
- Guide to the Administration building
- Calendar for the school year
- Procedures for selecting teachers
- The probationary period
- The Milwaukee salary schedule
- In-Service training opportunities
- Classroom suggestions: pre-planning, classroom atmos-

phere, physical conditions, organization, pupil-teacher relationship, records and reports, supplies and materials, procedure in case of absence, suggestions for substitute teachers.

Obtaining a Wisconsin teacher's license

Transfer privileges

Leaves of absence for illness or study

Provisions of the pension system

Professional organizations active in the area

Evaluation of the teacher's service

The handbook, examples of which have just been reviewed, is generally limited to the immediate personal help needed by a teacher. Only a few references to the teaching assignment itself are included, the bulk of the copy pertaining to such matters as salaries, certificates, housing, tenure, leaves of absence, sick benefits, probation, and time schedule and calendar. This same approach holds true of other handbooks, such as those issued in Gary, Indiana, and Rock Island, Illinois. Their tables of contents read:

The Gary Handbook

Directory of schools

Administrative staff

Attendance report periods

Audio-visual service

Securing books and materials

Guidance service

Health service

State Retirement System

Insurance group

Investment and loan service

Leaves of absence

Teachers' organizations

Admission of children

Employment requirements

School-community groups

School holidays

Mutual sick benefit plan

Substitute teachers

Tenure contracts

Testing service

Emergencies

The Rock Island Handbook

Handbook committee	Safety measures
Superintendent's foreword	Special classes
Philosophy of education	Counseling and guidance
Salary schedule	Child growth and development
Sick leave	Reporting to parents
Payroll deductions	School field trips
General rules	Adult education
Lunch program	Audio-visual aids
Activity fund	Library books
Use of building	Textbooks
In-service training	Professional organizations
Advisory council	Community relationships
Clearing House committee	School calendar
Requisitions	Forms and reports
Teachers' physical examinations	School boundaries
Pupils health services	

It is to be noted that the Rock Island guide moves farther into the rules and regulations governing school and classroom operation than do the other reports. It is produced on regular mimeographed paper and includes approximately a hundred pages, half of which are devoted to lists of textbooks and audio-visual materials available for classroom use.⁴

ORIENTATION OF NEW TEACHERS IN TUCSON

In Tucson, Arizona, the program for the orientation of new teachers has been developed by the Tucson Education Association with the co-operation of the administrative

⁴ References here are to the *Manual for Teachers New to the Gary, Indiana, Schools*, A. H. Blankenship, Superintendent; and to *Orientation Handbook for New Teachers*, Rock Island, Illinois, Earl H. Hanson, Superintendent.

and supervisory staff of the Tucson Public Schools. Begun five years ago by the TEA in an effort to help new teachers become more easily adjusted to the community and to their school, the orientation program has now expanded to include such public relations features as an opening breakfast and the operation of a housing bureau.

Early in July, TEA volunteers secure from the personnel office the names and addresses of teachers hired to date. Welcoming letters from the organization offer these new employees information about the community, help in locating housing, assistance in securing certification in Arizona, and suggest that association members make temporary hotel or motel reservations, or meet planes, trains, or buses if desired. Sometimes they even baby-sit while parents do their own house-hunting.

New teachers are asked to arrive for the two-day special program before those already in service return. Thus, newcomers may meet administrative and supervisory personnel, see their classrooms, and locate housing without the added strain of meeting all their colleagues at once. This program also eliminates having the experienced teachers listen to explanations about special services with which they are already familiar.

Members of the Tucson Education Association act as hosts at a breakfast at which the new teachers and a hundred civic and community leaders are guests. This friendly beginning helps orient the new teacher to the community, giving him an early introduction to many of the business men, club leaders, and PTA presidents who are interested patrons of the school. Following breakfast each principal takes his new teachers to the building, assigns classrooms, and explains routine procedures of that particular build-

ing. Experience indicates that when the teacher's curiosity about his principal and teaching situation are satisfied, he listens more attentively to explanations of school philosophy and policy. The afternoon program presents the achievements and services of the local, state, and national professional organizations.

Supervisors and special service personnel schedule demonstrations and explanations for the second day's program. Experienced classroom teachers assist with this part of the work. Although some of the information has to be amplified by the principal or repeated at a later date when the teacher is not hearing so many new things at once, at least he has had an opportunity to see the people who will give him additional help when he is ready to request it. During the following week the new teacher continues to receive help from the principal and other teachers in the building. Further orientation is a more gradual process directed by the administrators and supervisors through conferences, classroom visits, and demonstrations.

Evaluation sheets filled out by new teachers have indicated that they appreciate receiving some bulletins and letters throughout the summer rather than being overwhelmed with numerous brochures given them in packets upon their arrival. Also, because they have repeatedly mentioned appreciation for the warmth of the social occasion with which the two-day program begins, the Tucson Education Association continues to invest about three hundred dollars of its annual budget in providing breakfast for new teachers and community guests.⁵ Materials supplied in advance or during the two-day program include:

⁵ Information supplied by Robert D. Morrow, Superintendent, Tucson Public Schools, and C. A. Carson, Associate Superintendent.

From Tucson Education Association:

- Maps of the city
- Housing information
- Schedule of events of orientation
- Local salary schedule
- Pamphlets describing tours and special spots of interest
- List and address of all churches with names of clergymen
- Map of city with location of all schools marked
- Sample copies of *Arizona Highways*, a state highway department publication
- Material describing services and achievements of professional organizations

From Tucson Public Schools:

- List of certification requirements
- Guidance department booklet
- Health department brochure
- School handbook
- Audio-visual aids bulletin
- Special education bulletin
- Outlines or descriptions of special units as provided by primary, intermediate, and art and music supervisors

THE PROVISION OF IN-SERVICE TRAINING

As mentioned previously, the orientation of new teachers is a double program, one feature being the provision of personal service in the early adjustment to the community and the school operation, the other being the provision of professional help as is done in any good supervisory program.

This latter function is most commonly handled through a series of group meetings for new teachers scattered

through the first semester or the first year. A common practice is to bring before the group during the series administrative and supervisory personnel with whom the teachers will be working. The nature of the meetings reflect the work of the respective group leaders. For instance, in a large school system the personnel director would treat personnel matters commonly included in the handbooks just reviewed. Supervisors and instructional leaders would move directly into classroom teaching and related instructional matters. This plan has been followed successfully for many years in the San Francisco Public Schools, as reviewed in Chapter 13.

St. Paul Lecture Series

Below are listed the topics treated in a recent first semester orientation series for new teachers in St. Paul, Minnesota. At times the high school and elementary teachers met together, at other times separately, depending upon the nature of the topic. All speakers were drawn from the St. Paul staff. The topics were:

The organization of the St. Paul Public Schools

The philosophy of curriculum and instruction in St. Paul

The changing conception of secondary education

Emotional, moral, and social development of pupils

Marking and reporting practices

Desirable practices and procedures in the elementary schools (4 meetings)

Discipline practices

Laboratory method of teaching

The visual-aid program

Methods of providing for individual differences
Reporting practices in the elementary school
Use of visual materials
Pupil-teacher relationships

THE ORIENTATION LOAD

One of the difficulties faced by a school supervisory staff is that of keeping up with the ideals which spark orientation and in-service training programs. For instance, the orientation series such as conducted in St. Paul and San Francisco draw heavily upon the time and energies of the supervisory and administrative staff. Not only is there the matter of stealing time during the school day to prepare for such group meetings, but there is also the after-school loss of time from the office, the only time that the other teachers are free to come in for help.

As in the case of all activities of an in-service nature, instructional leaders learn to weigh closely the value of each project proposed or already underway. For instance, in the case of a first-term series of after-school meetings for new teachers, such questions as these have to be carefully considered:

1. Should the meetings come once a week or every other week?

2. In emphasizing instructional matters, should you assume that all the new teachers need the basic presentations, or should you set up meetings on the supposition that all these people can teach unless it is otherwise indicated they need specific help?

3. What should be the balance in meetings between instructional topics and routine operational procedures?

4. How can you avoid waste of time for either staff leader or new teacher?

5. As to instructional matters, to what extent can the new teacher get his help through the regular in-service program of the other teachers rather than demand a segregated series of meetings?

Orientation procedures in instructional matters include also all those supervisory techniques long since established as worthy of continued use. For instance, (1) the provision of a "helping teacher" of experience for a beginning teacher in a faculty, (2) providing time for a new teacher to be released from class for a day or a half-day to observe the work of a master teacher in the same building or in another school, (3) direct classroom help from supervisor or principal, (4) stimulating faculty meetings, and (5) genuine friendly interest of fellow faculty members in the newcomer to the building.

The short, before-school-opens conference of a day or two, or even a week, is popular as a setting-up exercise for the new school year. Usually it includes all teachers, but occasionally, as in the Tucson case, the new teachers meet first for a private briefing.

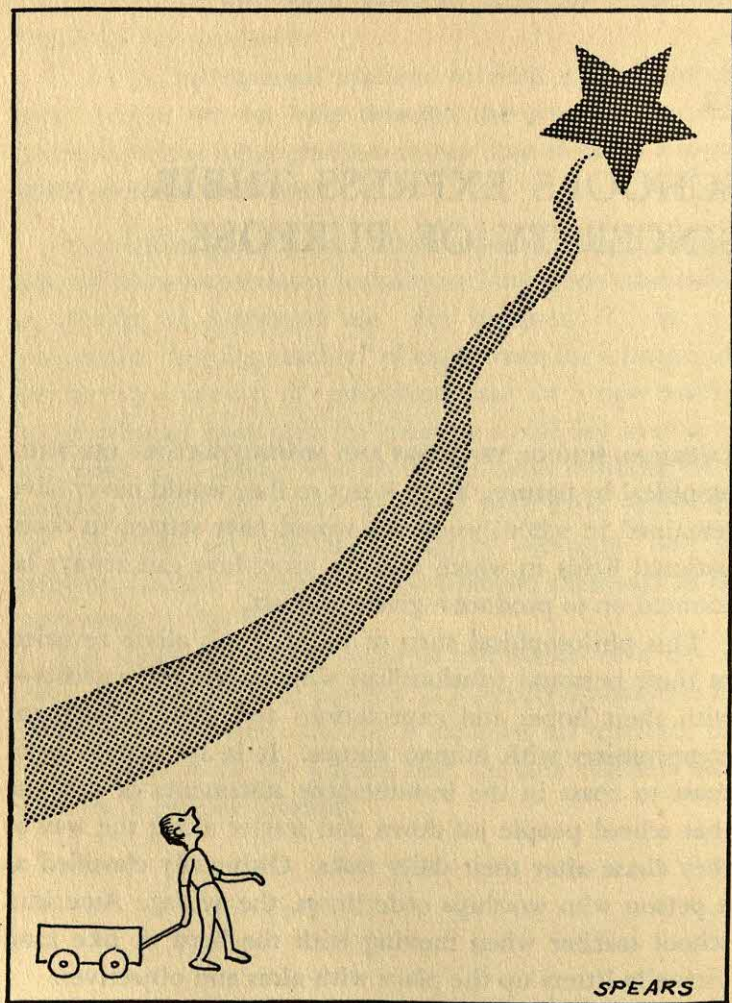
SCHOOLS EXPRESS THEIR SINCERITY OF PURPOSE

AMERICAN SCHOOL TEACHERS AND ADMINISTRATORS ARE PHILOSOPHICAL by nature. Were it not so they would never have remained in school work but would have settled in occupational fields in which a given procedure can always be counted on to produce a given product.

This philosophical turn of mind is not alone revealed in their personal relationships with pupils and parents—with their hopes and expectations and their consequent compromises with human nature. It is attested to from coast to coast in the innumerable statements of purpose that school people jot down and scatter along the way as they chase after their daily tasks. Ordinarily classified as a person who worships orderliness, the average American school teacher when moving with the herd of like kind virtually litters up the place with aims and objectives.

THE TEACHER'S VISIONARY COURSE

Without a doubt, the pronouncements produced by teacher study groups usually reveal a most visionary course for schools to follow. It is in keeping with the old adage

*SPEARS*

—AND HITCH HIS WAGON TO A STAR

that one should hitch his wagon to a star. The stars are pretty well strung up with the ideals of the teaching profession.

It is both interesting and heartening to see how a group of teachers and administrators, who daily struggle with the inequalities and limitations of human nature, can retreat to a committee room and produce statements of purpose that lift both our society and all of its individual human parts to a position of exalted achievement. A teacher may finally give up in his struggle to help an individual pupil in his own classroom, but at the same time he'll help to produce a statement of aims for the school which in itself seems to admit no limitations in the school's ability to equalize individual achievement and in turn to raise the American social operation to the heights envisioned by its most hopeful planners.

Accomplishments Are Pronounced

If the truth be known, perhaps the accomplishments by American public education both in achieving equality of opportunity for the sake of the individual and in educating the individual for the sake of our social system have far surpassed the expectations of Jefferson, Madison, Jackson, and other early statesmen who made statements on the subject.

School operators just as conscientiously put down on paper the objectives of their work as they do the marks on a home report indicating the success of the respective pupils in achieving those goals. This is true of the small system of Decatur, Alabama, just as much so as it is of the large school system of New York City. A student of American education, by means of an appeal through the mails,

could within two-weeks' time fill the shelves of a large office with such statements of purpose—some printed, some mimeographed, but all recorded as evidence of good intent.

And even though there are no national directives to guide the public schools—education in America being a state responsibility with emphasis on local prerogative—the uniformity of school purpose from coast to coast is most apparent. The diversity comes not in the spirit but in the extensiveness of the statement. It may be six sentences or it may be six pages, but boiled down to its basic ingredients this instructional guidepost is invariably concerned with the welfare of the individual, his rights and his promise, and his contribution to his democratic society.

An Essential to Curriculum Planning

It is hardly probable that effective curriculum study could be carried forward over a period of time without consideration of these goals of instruction. Statements of purpose, with their revelation of philosophy, represent not only the destinations of schools, but to a working group of teachers they represent reaffirmation of faith—in people, in schools, in the American way of doing things.

A SAMPLING FROM COAST TO COAST

It is not the intention here to select such goals. Rather, in keeping with the basic purpose of this entire book, it is the intention to reveal typical approaches in this area of curriculum study. The sampling of this nation-wide effort at purpose-stating—goal-setting—represents the desire to reveal the diversity of the approach and not the intention to select prize statements of objectives. The sampling of

this effort, included in this chapter, can be taken as representative of the collection that might be made from almost any like number of school systems. These statements were prepared by teachers and administrators working through in-service study situations.

THE LARGE CITY WAY

With its extensive central office staff, its multitude of supervisory leaders who daily fan out into the schools as the spokes from the hub, it is natural to expect a school system such as New York City to issue a statement of purpose in meticulous fashion.

The Board of Education of that city has recently published a 158-page curriculum guide to explain the goals to be achieved in the elementary schools alone. From its front cover to its final word the bulletin reflects care and quality. The well-illustrated, well-bound, well-written book parallels all the quality one would find in the commercial publications that flow daily from the presses of the city's publishing houses. The section that follows is a sample from that guide.

BASIC CONSIDERATIONS IN NEW YORK CITY

American Heritage embodies the belief "that all men are created equal, that they are endowed by their Creator with certain inalienable rights, that among these are Life, Liberty and the pursuit of Happiness," that these inalienable rights which we, as Americans, are privileged to enjoy, carry with them concomitant duties and responsibilities; and that these rights and duties are as inseparable as the rights are inalienable. The American way of life is based on a recognition of the worth and dignity of each individual. Each person is entitled to the development of his abilities and talents to

their fullest and deepest extent. It is our primary objective to perpetuate and reinforce these concepts through our schools.

To preserve our heritage and to give our children a knowledge of the past is a basic aim of education. A deep devotion to American ideals, a love of God and country, and a respect for the dignity of all men, are implicit in the American way of life. To develop these values in our children requires the intelligent and sustained co-operation of home, church, school and community. Progress from early colonial days, although difficult and arduous, has led to today's America and to the vision of a better America and a better world. Our country can achieve, through individual and group integrity, the moral leadership among the nations of the world that will bring about mutual understanding, mutual security, and lasting peace.

This is the democratic philosophy which underlies all our efforts to bring the benefits of education to the children of the City of New York. This philosophy can be translated into school practice only in a school environment which is so fashioned that children can learn first-hand how to live and act democratically and to accord one another mutual respect.

It is in the classroom in which a child feels approval, a sense of belonging, warmth and friendliness that his potentialities as a useful member of a social group can best be developed. A desirable learning atmosphere is created by the emotionally mature teacher who loves children, understands why they behave the way they do, and does not resent or take personally their undesirable behavior. In such a classroom setting, the child learns to get along with others; to make desirable choices; to develop healthy personal and social interests and habits. A good school environment fosters the development of healthy personalities and contributes to the building of valuable citizens in harmony with the American way of life.

The curriculum for elementary schools is concerned with many aspects of children's lives. The curriculum consists of all the experiences that children have, both in and out of school, that are utilized by the school to further the aims of education. As the aims and resources of education change in keeping pace with new needs in a changing world, so the curriculum, too, must be adaptable to new conditions.

Changing conditions in American life have placed a new emphasis on the school's role in society. As living becomes more complex, many new demands are being made upon education. . . .

Modern media of mass communication present new challenges to the schools. Television, radio, motion pictures, and picture magazines are all competing for the time and attention of the child. The immediacy of the appeal and the relative simplicity of these media attract his interest. It becomes the responsibility of the school to accept this fact and to explore its possibilities for education. Consequently, the school provides experiences in these media.

The world in which we live is becoming more and more interdependent and interrelated. As a result of the rapid progress in transportation and communication, no part of the world can pursue its activities without being influenced in one way or another by what is happening in another part of the globe. The welfare and happiness of one community depend upon the happiness and welfare of many other communities. The elementary school has an important role to play in guiding children in the kind of civic and social responsibility needed for life today.

Belief in God and the place of religion in the life of the child are essential factors underlying the public school program. The school accepts its share of responsibility in the development of moral and spiritual values that hold all through life—self-respect, personal integrity, moral respon-

sibility, devotion to truth, respect for the opinions of others, respect for all religions and spiritual enrichment. There is no royal road to the acquisition of these values. The desire to promote and reinforce moral and spiritual values is a factor in all phases of curriculum planning. Every school experience is planned to provide both directly and indirectly opportunities for the development of understanding, appreciation, and acceptance of these values by our boys and girls.

Our heritage is a cumulative one. The mingling of national, religious, and social elements that gives our culture its unique strengths is well exemplified in the schools of New York City, where children can learn to live generously and harmoniously with those of different backgrounds. The school provides the experiences that foster habits and attitudes needed for democratic participation.

Education is the concern of all. Today's school is an integral part of home and community living. The home, school, church, and community share in giving children a firm foundation on which to grow.

Aims and Objectives of Education

The fundamental aims and objectives of public education in New York City are in accordance with our democratic traditions and are based on the individual's needs for effective living. To fulfill these broad purposes of education in New York City, the following specific objectives have been accepted:

Character. To develop the basis for rich, useful, moral and ethical living in a society promoting the common welfare.

Our American Heritage. To develop pride and faith in American democracy and respect for the dignity and worth of individuals and peoples, regardless of race, religion, nationality, or socio-economic status.

Health. To develop and maintain a sound body and to

establish wholesome mental and emotional attitudes and habits.

Exploration. To discover, develop, and direct individual interests, aptitudes, and abilities.

Knowledge and Skills. To develop command, in accordance with ability, of the common integrating habits, learnings, and skills.

Thinking. To stimulate the inquiring mind and sound thinking functionally necessary for the development of reasoning based upon adequate hypotheses, supported by facts and principles.

Appreciation and Expression. To develop an appreciation and enjoyment of beauty and to develop powers of creative expression.

Social Relationships. To develop desirable social attitudes and relationships within the family, the school, and the community.

Economic Relationships. To develop an awareness and appreciation of economic processes and of all who serve in the world of work.

Achievement of these broad objectives is the goal of a curriculum consisting of many worthwhile experiences specifically planned to meet the many different needs of each child. The school is concerned with the child's physical self, his social adjustment, his emotional growth, his spiritual attitudes and ethical values, as well as his intellectual development. The responsibility of the school in meeting these needs lies in giving children a sound core of knowledge, understanding, skill and competence, wholesome interests and ideals, and an inquiring mind. Guided by moral and spiritual standards, an inquiring mind and sound thinking are the distinguishing marks of a truly civilized man or woman. It is the inquiring mind of leaders during various periods of world history that has stimulated mankind to take stock of its resources and then

to take logical steps forward. Such minds have influenced progress in the arts as well as in the sciences. Linked with sound thinking and under the control of moral and spiritual values, an inquiring mind is our assurance of integrity of character and of dynamic and responsible American citizenship in the best tradition of our founding fathers.¹

A PAGE FROM THE SOUTH

The same spirit of the metropolitan center—the same drive for the good school and the finished product of quality—is found in the philosophy of the Cherry Street Elementary School of Decatur, Alabama, an ideal expressed on a single page of a teachers' guide called *Self-Evaluation*.

BELIEFS OF THE CHERRY STREET TEACHERS

As teachers, we have the responsibility of training future citizens in this democratic society of ours. It is our duty to adjust the school program to fit the needs, interest, and ability of each child. Believing this, we must recognize the fact that each child is an individual and his or her worth, efforts, and contributions to live a rounded life in and out of school should be respected.

We believe that the elementary school should serve as a strong supplement to the home and church in helping to mold or develop good character traits in the children.

We believe that the school should help prepare the children to face their future in life by training them to use their minds and hands and how to be healthy and good citizens.

We believe that parents should be given an opportunity to share in the planning of our school.

The school should provide opportunities for pupils to

¹From New York City, Board of Education, *Curriculum Development in the Elementary Schools*, Curriculum Bulletin No. 1, 1955-56 Series, pp. 1-3.

respect the rights of others, show kindness, be concerned for the welfare of others, and to appreciate beauty and the good things of life.

We believe that the school should assume the great responsibility in teaching people to behave intelligently.

We believe that the school should provide experiences for developing each pupil's talent.

We believe teachers should be friendly, stimulating, and understanding of pupils, carefully guiding them, rather than constantly dictating to them.

We believe that the school should develop every pupil into a loyal and patriotic citizen in his home, school, community, state, and the United States of America.

We believe that the school should provide learning experiences broad enough so that pupils will have knowledge of skills and attitudes needed for living now.

Our objectives are:

1. To develop good intelligent citizens.
2. To teach the fundamentals of learning.
3. To improve the health and safety in the community.
4. To improve community life through working with home, church, and other agencies in the community.
5. To develop a desirable place to live.
6. To teach pupils to make wise use of their leisure time.
7. The attainment of the fullest possible development of the individual within the framework of our present democratic society.
8. To consider the individual as a consumer, investor, and producer. The importance of such training in economics is to provide the individual with the indispensable material for comfort, safety, and even life itself.²

² Statement supplied through the courtesy of Superintendent Walter M. Jackson, Decatur, Alabama, Public Schools.

ON HIGHWAY 40

And if a person traveling Highway 40 across country were to stop long enough in Terre Haute, Indiana, to ask about the philosophy for their schools, he'd have it handed to him in a concise, ten-page, gray-backed bulletin entitled just that—*Philosophy of the Terre Haute Public Schools*.

THE TERRE HAUTE PHILOSOPHY

We believe with John Ruskin that, "Education does not mean teaching people to know what they do not know. It means teaching them to behave as they do not behave. It means training them into perfect exercise and kingly continence of their bodies and souls. It is a painful, continual, and difficult work to be done by kindness, by watching, by warning, by precept, and by praise, but, above all—by example."

We believe in the inherent worth of the individual; in his capacity for growth, physical, intellectual, emotional, social, and spiritual. We believe that development is influenced by environment; that life brings a diversified succession of experiences through which the child, rightly directed, learns to adjust to a rapidly changing world, and to form patterns of behavior to fit such a world.

We believe that the school, along with the home, the church, and the community, should provide the environment in which the child can learn to live by living; that the curriculum should be a sequence of desirable experiences through which the child can develop an integrated personality; that the learning process should include many and varied practical situations in which the child may become increasingly democratic, may find solutions for his present-day problems, and may develop his individual interests and talents.

We believe that wisdom is exemplified in human lives as

well as recorded in the pages of a printed book. We believe in the ability to work with the hands as well as with the head. We believe in everything that makes life rich and abundant.

We believe in the dignity of teaching and in the public school as the most effective laboratory of democracy. We reaffirm our faith in the boys and girls, who will be the men and women of a great tomorrow, the citizens of an enlightened America, and the zealous crusaders for a world at peace.

We believe that to implement our basic philosophy of education, we must establish and strive to reach certain goals. This is particularly true today when secularism and materialism undermine the spiritual values of life, and a sense of futility destroys the belief in the worth of the individual.

We, therefore, name the following as our primary objectives in the Terre Haute schools:

1. To provide for every child opportunities for developing and maintaining physical fitness, mental health, and habits of safety

2. To develop the power to think clearly, logically, honestly, and critically, and to make decisions with courage after careful evaluation

3. To help each child to acquire those attitudes, habits, controls, and qualities of character which develop his personality for harmonious living with himself and with others

4. To encourage each individual to have and to hold sacred a deep religious conviction, to live in harmony with the truth of God and in full obedience to His law, and to develop a desire to be of service to others

5. To teach proper respect for law and order and to train for active citizenship to the end that all may live happily and co-operatively in a democratic world

6. To lead the individual to realize the need for and the joy of work, to teach him usable and salable skills, and to train him to appreciate any worthy task well done

7. To teach all boys and girls to realize the significance of the family as the foundation of society

8. To prepare every child for the proper use of leisure time through appreciation of beauty in literature, music, art, and nature and through skill in various recreational activities

9. To develop skill in observing, listening, speaking, reading, writing, interpreting, and using mathematical relationships; and to teach the main scientific truths about the universe and man, and the methods and influence of science

10. To instill a sense of oneness with all humanity, a realization that our likenesses are more fundamental than our differences; to bring about an appreciation of the value of the differences in our world and of the necessity for tolerance, patience, co-operation, and sharing.³

A SYSTEMATIC CODE OF OBJECTIVES

Up in Minneapolis is to be found an impressive 24-page publication, *Objectives of Education*, that reveals the painstaking work of study groups who finally arrived at nine major objectives for the school system, and systematized for each the basic concepts to be understood, desirable attitudes to be developed, major skills and competencies to be acquired, and types of experiences which contribute to the realization of that objective.

THE MINNEAPOLIS STATEMENT

The idea expressed in Minneapolis is to provide every pupil the opportunity to achieve each of nine major objectives to the limit of his capacity. Following the list of nine objectives is included the detailed statements of just the

³ Material supplied through the courtesy of Superintendent Wayne P. Watson, Terre Haute, Indiana, Public Schools.

first, as an example of the complete study made by the Minneapolis teachers.⁴

Objectives of Education

1. To develop and maintain good physical and good mental health.
2. To achieve command of the fundamental skills and knowledges which are basic to all other learning.
3. To learn to receive and to express ideas effectively.
4. To gain an understanding of our constitutional form of government and a knowledge of the history of his United States and of the part which the United States plays in world affairs; to accept the obligations of good citizenship.
5. To understand the scientific approach to the problems of life, recognizing the need for conservation of human and natural resources and the contributions made by science to the world in which we live.
6. To acquire salable skills in fields of his choice which will enable him to take his place in the economic world.
7. To become an intelligent consumer of material goods, cultural products, and services.
8. To develop avocational interests which are satisfying and provide for worthy use of leisure time.
9. To develop spiritual understandings: to learn to recognize the ethical, esthetic, and religious values of experience and to act accordingly.

Detailed Statement of the First Objective

To develop and maintain good physical and good mental health.

⁴This statement was taken from a guide for curriculum development supplied by the Minneapolis Superintendent, Rufus A. Putnam.

Basic Concepts to Be Understood

Good health is a state of complete physical, mental, social, and spiritual well-being, not merely the absence of disease, or infirmity.

Individuals differ in their rate of growth and ability; therefore, each reacts uniquely to a situation.

Both constitutional factors and environment (physical and emotional) are important in explaining individual differences.

Sound family relationships form the foundation for emotional stability.

Growth and development are a continuing process—physical, mental, emotional, spiritual, and social—throughout the life of the individual. Both are influenced by diet, exercise, rest, relaxation, and recreation.

Physical or emotional disturbance, or a combination of both, may interfere with growth.

Most illnesses, both physical and mental, respond to proper treatment.

Adjustment to life consists of changing a situation when possible, or accepting unalterable realities.

It is natural to feel at times both positively and negatively toward people or situations. There are acceptable ways of expressing unpleasant feelings.

Much behavior is motivated by the emotions rather than by intellectual reasoning.

Every individual has the right to make his own decisions, provided he takes into consideration the responsibilities and rights of others.

Each individual should accept responsibility for the prevention of accidents.

Accidents are sometimes caused by hidden emotional factors.

There are psychological, physiological and sociological rea-

sons why people become addicted to excessive use of drugs, tobacco, alcohol, and food.

The state of an individual's health (emotional as well as physical) should be considered in the choice of a vocation, for it is a factor of success.

There is a place in society for the physically, emotionally, or mentally handicapped.

Voluntary and official health and welfare agencies are essential to the maintenance of good community health.

Research programs for prevention and treatment of illnesses, both mental and physical, should be supported.

The welfare of the individual, his family, his community and nation depends upon the support and co-operation of all individuals in maintaining an adequate health and welfare program.

Desirable Attitudes to Be Developed

Readiness to accept responsibility for the maintenance and improvement of the best health possible for oneself.

Acceptance of one's abilities and limitations.

Willingness to explore and to choose alternative goals for those one cannot reach.

Readiness to accept constructive criticism.

Willingness to make decisions and to respect the rights of others to make their own decisions.

Willingness to look for causes when behavior in others becomes unacceptable to society.

Appreciation of the family and the role of its various members.

Wholesome interest in the opposite sex.

Consideration for the physically and mentally handicapped and for those recovering from illness.

Co-operation in carrying out good health and safety practices.

Readiness to accept consultation and care for physical, emotional, or social problems.

Major Skills and Competencies to Be Acquired

To recognize early signs of illness, and to follow professional advice.

To select and prepare foods for maximum nutritional value.

To take care of oneself and others in unfamiliar surroundings—water, fire, forest, crowds, or heavy traffic—or in the event of a disaster.

To know and use correct terms when discussing physical and mental health.

To dress properly for all occasions and seasons. To care for oneself after exposure to the elements.

To participate with satisfaction in a variety of physical activities.

To avoid use of drugs, tobacco, and alcoholic beverages during the growing period and excessive use thereafter.

To follow rules of safety and accident prevention at work and play.

To exercise good taste in personal appearance and wearing apparel.

To work easily and comfortably with people of all ages and both sexes.

To practice first-aid in simple emergencies, accident prevention, and Civil Defense procedures.

To control one's emotions.

To exercise judgment in self-medication, and to distinguish between sound medical practice and quackery.

Experiences to Be Utilized

Work and play in an atmosphere as free as possible from tension and hazards.

Participate in health and safety programs: at home, at school, in the community.

Select and prepare wholesome meals.

Plan a day so as to achieve a proper balance of work, recreation, exercise, and rest.

Assume responsibility for the safety of others in work and play—as in school patrols and school councils.

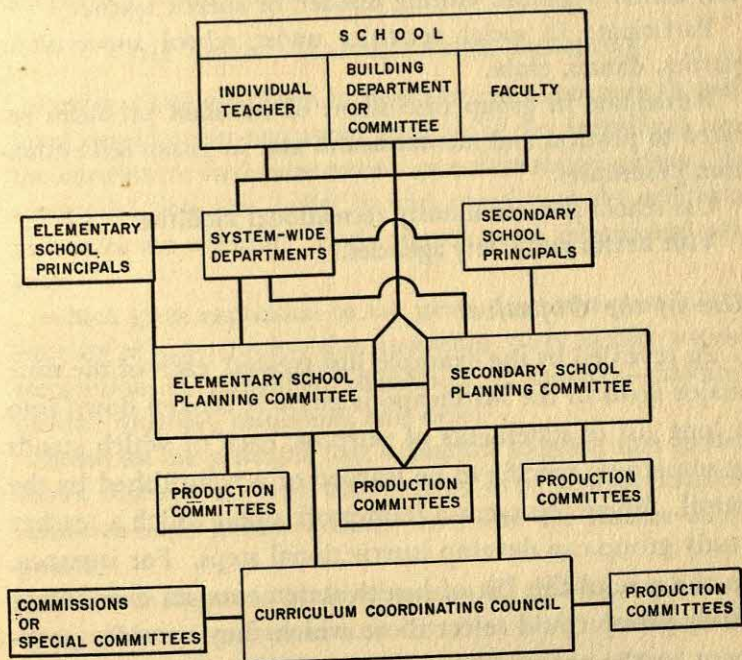


Figure 10. Lines of communication for curriculum development, Minneapolis Public Schools.

Participate in the selection of problems and materials for study.

Go hiking or camping.

Practice relaxation at different times during the day.

Participate in some form of healthful hobby: athletics, music, art, debate, clubs.

Take thorough health examination: before entering school, and at least three or four times during school career.

Take regular screening tests for height, weight, vision, hearing, speech, dental needs, and tuberculosis.

Consult counselor concerning fitness for a job, school program, or personal problem.

Confer with those qualified to give special help: nurse, doctor, dental hygienist, visiting teacher, or speech teacher.

Participate in social activities under school supervision: parties, dances, clubs.

Participate in group discussions of common problems related to physical and mental health and in group self-evaluation procedures.

Use school and community recreational facilities.

Visit health and safety agencies.

Use of the Objectives

As revealed by the example just treated, each of the nine major goals in the Minneapolis guide is broken down into a long list of statements of purpose, each of which stands as something specific to be learned or accomplished by the pupil. These represent a framework upon which a teacher study group can develop instructional steps. For instance, in the case of this list of health statements, an elementary study group could select those which they consider pertinent to the age and maturity of the pupils at the grade level in question. In turn, the teachers could work out the types of learning activities considered appropriate in reaching the goals. A high school physical education department could do the same, as could a group of high school biology teachers. An entire faculty of a school could check their general classroom procedures against the mental health ideals represented in the list of statements.

THE WORD IN A NUTSHELL

In turn, over on the East Coast, the public schools of Salem, Massachusetts, are content to publicize their good intentions on a six by eight card labeled *Philosophy*, bearing six short statements amplifying a single key statement pertaining to the welfare of the individual and his society.

THE SALEM, MASSACHUSETTS, DIRECTIVE

Public school education in Salem has as its purpose the personal development and social progress of the individual, and the enrichment and preservation of a democratic society. To accomplish this aim, belief in and practice of the following principles are essential. There should be an educational program—

Which gives expression to the great American principle of equality of opportunity; thus providing every facility for the recognition of individual differences of children—physical, mental, spiritual, emotional, and social.

Based on the principle that to learn is to grow; that growth comes through activity; that growth in a desired direction comes through guided activity; and that the teacher is the guide.

Which evidences a genuine interest in children and youth as people and a sincere concern for their well-balanced physical, intellectual, social, aesthetic, and spiritual growth.

That accepts its responsibility to co-operate with all other educative forces in a community and which recognizes that a person's education consists of his total experience in school and out of school throughout his entire life.

That will create and maintain an enlightened citizenry capable of dealing with current social, political, and economic problems in a democratic society.

That will provide training for useful living and satisfactory

achievement in the areas of character building, health, citizenship, fundamental skills, co-operative home membership, vocational efficiency, and worthy use of leisure time.⁵

HIGH IDEALISM IN WORD AND PICTURE

In nearby Stratford, Connecticut, on the front cover of a *Handbook for Teachers*, this high idealism of school people is expressed in a simple drawing of an outstretched hand, within which stand a boy and a girl looking off into the distance. The caption reads, "Our teachers mold our nation's future." Included within are objectives for both elementary and high school instruction.

THE STRATFORD POINT OF VIEW

The Elementary Schools

At the request of the school administration, the Citizens Steering Committee set up a committee of citizens and teachers to formulate a statement of objectives. The purpose in mind was that these might be used as guides, a point of departure, and a basis of evaluation for those groups and individuals working to improve the program of elementary education. Such a committee was organized and has formulated the following statement of suggested objectives for the consideration of the professional staff of the elementary schools.

The basis of the American system of free public education is to be found in the democratic doctrines and principles of our nation and in our religious heritage. The American free public school was conceived as a social institution to provide equal opportunities in education for all the children of all the people. We reaffirm the belief that our schools were instituted

⁵ Statement submitted by Superintendent Peter F. Carbone, Salem, Massachusetts, Public Schools.

for the enlightenment, education, and advancement of each generation of Americans.

Since education is a function of a democratic state and since its purpose is to improve the efficiency of the individual as a citizen, it is the responsibility of the citizens of the community collectively and individually to support and participate in the shaping of a program of education through which parents and teachers will co-operatively guide the children.

The aim of education is to assist in the fullest possible development and adjustment of each individual to a wholesome environment. Therefore, the program of education must result in developing in its citizens the necessary knowledge, skills, character, habits, morals, ideals, and attitudes essential to the perpetuation and improvement of its society and to the enrichment of the individual. This aim of education is accomplished by recognizing and providing for the developmental needs of children and youth in the school curriculum. These developmental needs arise from three sources—the demands of society, the processes of growth and maturation, and the objectives of self-realization. As these needs are recognized and met, integrated and stable personalities are built and good citizenship achieved.

It must be recognized that the school program cannot and should not be expected to meet all of these needs completely. The welfare of boys and girls requires extensive co-operation of home, church, school, and community in a co-ordinated and over-all program of child services. The school must do well those things which are within its specific function and stand ready to encourage and assist the other social institutions to make their unique contributions.

The objectives of the elementary school, then, can be stated as those things which will insure enlightened and intelligent citizenship. A good American citizen:

1. Has a faith in God and a belief in the fundamental goodness of mankind and the sanctity of each human individual.

2. Has an appreciation of the home and family as a basic unit of society and the responsibilities of family members for wholesome, happy living together.

3. Has a sense of responsibility for participating constructively in maintaining the welfare and proper functioning of the institutions of home, church, government, and other worthwhile agencies of society.

4. Has inner resources of character and stability and a vigorous and stable personality that is capable of adjusting to the pressures and stresses of modern living—such a personality is based upon a knowledge and acceptance of moral, ethical, and spiritual values and an appreciation and understanding of the process of change.

5. Has a high degree of competence—in relation to his innate capacity—in basic and fundamental learnings. He—

Reads with understanding and skill from a wide variety of sources—books, newspapers, reference sources, periodicals, etc.

Enjoys reading as a leisure activity and exercises discrimination in choice of reading material.

Reads to satisfy needs for information, self-realization, and knowledge.

Has and uses computational skills to solve personal and group problems.

Has competence in clear and rational expression in communicating in social situations with others, such as in discussions, conversations, interviews, talking before groups, and giving reports.

Writes legibly, correctly, and neatly and expresses ideas clearly.

Has ability to listen carefully and critically.

Has ability to do creative thinking and work—has and uses good ideas.

Has a knowledge, understanding, and an appreciation of the interdependency and need for co-operation of the people of a community, a nation, and the world.

Knows and applies good physical and mental health practices.

Understands and appreciates the role of science in modern living, uses the scientific process in problem solving, and understands the scientific laws which control the universe.

Understands the necessity for the proper use and conservation of our natural resources.

6. Has good work habits. He—

Attempts to solve problems independently.

Does critical, evaluative, and logical thinking.

Knows how to use library and reference resources.

Knows and uses good procedures in group work.

Has sense of responsibility to the group.

Shares and participates in work.

Tries to get along well with others.

Plans and organizes for work.

Has high standards of achievement.

7. Understands, respects, and accepts the discipline and authority of adults, society, and the group and exercises self discipline.

8. Has achieved an understanding of himself as a person in relation to himself and in relation to the groups of which he is a part—has been able to achieve a satisfying degree of self-realization; has status, acceptability, and satisfying experiences with social groups; and has developed respect and liking for other persons without being emotionally dependent upon them.

9. Has an appreciation of and pride for the American heritage and the basic features of the American way of life.

10. Uses and enjoys leisure time and has a "joy for living."

11. Has an appreciation of the best of the culture of the past and present.

12. Has a healthy body, mind, and soul by which he lives creatively.

13. Has an understanding of and a wholesome attitude toward life and the problems of human living, growth and development.

The achievement of such objectives as outlined above will require careful planning, organization, and work on the part of the school. To implement such a program of education the school must:

Provide a healthful, interesting, friendly, challenging, and comfortable environment in which to learn.

Provide for the effective use of community resources for learning and enrichment.

Provide alert, well-integrated, and whole-souled teachers to assist the learning.

Provide freedom so that children may learn those things most significant and needful to them.

Provide the common learnings which our society demands of all its members.

Provide adequate and suitable learning materials.

Provide rich, carefully motivated learning experiences at the right time—from the standpoint of maturation and the ability to profit from instruction—in the life of the child. This implies a well-planned educational program which is flexible and differentiated in its application.

Provide a program of sympathetic and understanding guidance, of which every teacher is a part, so that each child is assisted in his development to the fullest extent. Such a pro-

gram must be predicated upon the emotional acceptance of each individual, the realization of the uniqueness of each pupil, and a respect for each growing personality.

The Secondary Schools

It is the general philosophy of the teaching staff of Stratford High School that we analyze each child entering school to determine his needs, interests, and abilities, that we guide him in his selection of studies and activities, and provide him with the training and experiences that will make him a happy, well-adjusted, and useful citizen.

Youth is best equipped for life in his community when he has learned, through constant practice, to work co-operatively and efficiently with others, and when he can set up goals to be achieved and attain them. Therefore, much of his high school work should be planned, purposed, and executed by him—though always under the careful supervision of experienced personnel. This method of teaching stresses the importance of helping students to recognize problems, learn how and where to find information concerning them, establish the habits and attitudes which will make possible the solution of the problems. As a student participates in planning his work, mastery of fundamentals becomes a felt need of the individual.

We recognize the fact also, that every teacher, whatever his particular subject field, assists in the development of these habits and attitudes and in the mastery of fundamentals. For example, every teacher is a teacher of reading. Every teacher will encourage the student to speak and to write clearly and effectively. Every teacher will assist in the development of good conduct and high moral standards.

Since we believe in the democratic way of life, we favor those methods which provide for the student daily training in the practices of democracy. Both classroom and extra-curricular activities offer constant challenge for the development of

leadership, and practice in co-operative effort. It is also tremendously important that we take advantage of every opportunity for utilizing the talents and services of youth to meet needs and problems in both school and community.

The curriculum should be sufficiently differentiated to cope with individual differences, as far as present resources permit. Courses of study are flexible so that each pupil may select subjects according to his talents and interests. Within the classroom, activities are so diversified that students of less ability can achieve success on work adjusted to their capabilities, and at the same time, students of special ability are challenged to work to capacity.

The curricular and extra-curricular offerings are planned to include: (1) training in fundamentals, (2) acquisition of knowledges and habits contributing to good mental and physical health, (3) training for successful family and community living, (4) preparation for vocations or for further education, (5) understanding of the natural and scientific environment, and (6) development of appreciations contributing to personal enrichment and to worthy use of leisure time.

The program for grades seven, eight, and nine is carried out in two junior high schools. In order to provide economically the type of education deemed desirable for boys and girls in early adolescence it was necessary to bring them into larger facilities. By these means all pupils are able to explore such areas as art, music, homemaking, and industrial education as well as the academic subjects to a greater extent than would be possible if they were housed in several smaller buildings. In this way the junior high school helps to provide for the continuous development of boys and girls throughout their educational careers.

Designed to be exploratory, the junior high program offers the same subjects to all pupils in grades seven and eight. In the ninth grade pupils begin to make certain selections. All

pupils are scheduled by groups, and move by groups to their various classes.⁶

A WORD FROM THE GREAT PLAINS

The Grand Island, Nebraska, High School, in a guide prepared to help students plan their programs, injects its basic purpose in a single opening paragraph of approximately one hundred words.

GRAND ISLAND'S HIGH SCHOOL CHARTER

This school seeks to provide an educational program best fitted to the needs of all boys and girls of high-school age in this community. We hope to create an environment in which all are stimulated under guidance to explore their individual interests, participate in new experiences, live together democratically, develop maturing standards of taste and scholarship, understand and appraise present-day events, experience the feeling of successful achievement, and build for themselves dispositions to share in the making of a better America.⁷

BROAD CONCEPTS OF EDUCATION

In contrast to the more explicit, highly organized landmarks of such a school system as Minneapolis, in East Orange, New Jersey, a group of teachers and administrators, known as the Educational Development Committee, have staked out the limits of their educational horizon through statements treating the broad concepts of growth and development. The following is a sample of a number of different statements prepared by study groups.

⁶ Submitted by Superintendent Edwin A. Cox, Stratford, Connecticut, Public Schools.

⁷ Material submitted by Superintendent Earle Wiltse, Grand Island, Nebraska, Public Schools.

FOUNDATIONS OF SCHOOLING IN EAST ORANGE

Education is growth that enables a person to live successfully in the world. More specifically, education represents the actual efforts to direct that growth. In the past, when neither splintered atoms nor flying spacemen composed man's universe, the responsibility of the school was less complex and less acute. Today's culture has imposed a tremendous responsibility on the school, the duty of providing experiences that are conducive to the needs and the wishes of our society. It follows, then, that a workable philosophy of education must be based on an understanding of society's demands. To make the best use of available time the school must know what kind of person it is expected to develop.

The United States was founded on an ideal, democracy; it has developed and prospered on that ideal. Democracy is the touchstone of American life. Our schools need to be staffed by teachers who understand the concepts of democracy and possess the skills and attitudes to make those concepts effective. A teacher needs to have extensive wisdom to select worthwhile activities from the unlimited choice that our world offers. After making the selection, the teacher must approach, guide, and promote the activity within the range of the child's mentality.

If our schools must maintain and foster democracy, we need to have a clear understanding of its many facets. What, precisely, is democracy? The concept of democracy is not exclusively political. It embraces the social, the economic, the spiritual, and the moral fibers of life. Democracy is founded on the intangibles of justice, equality, freedom, individual development, and the common welfare. It is based on our belief in ideals and our willingness to pursue those ideals.

Each individual, regardless of breed or birth, is worthy of respect. His dignity must be safeguarded if his personality is

to develop to its fullest. Every man has a dream and some potential ability to realize that dream. His achievements, even when they appear to be personal goals, are a contribution to society. Democracy owes its strength to individual personal dreams—they are the facets on the diamond of history.

Democracy must always be dynamic. It proposes not change for the sake of change, but experimentation and invention for the sake of improvement. By constructing and reconstructing our institutions, we are better able to secure our future. Today is a thread in the fabric of democracy. Its quality is dependent upon the adjoining thread of yesterday. The contributions of earlier generations determine our society and culture in the same way that we determine that of tomorrow. Today's wisdom can strengthen tomorrow; today's indifference and ignorance may threaten the tomorrow we are preparing for the democratic world.

Free public education offers every person the same opportunity, and thereby provides the best means of preserving the ideals of democracy. The well-educated individual can act intelligently because he has learned to think intelligently. How could we otherwise hope to preserve democracy? If we are able to see the ultimate value of the individual without losing sight of the general welfare of the entire group, democracy can be made a perfect servant of the nation. The minority may propose, and the majority may dispose. Once the laws are formulated, only the strictest ethical code can maintain justice in the interpretation and administration of those laws.

Democracy, then, belongs to our social, our educational, our ethical, and our political life. Its responsibilities need to be shared by the individual and the group.

The Individual

Freedom is not the liberty to do as one wishes, but the obligation to do what one ought. The responsible citizen must

learn self-discipline to practice self-direction. Society offers an abundance of community benefits, but we need to know how to use them well.

Successful democracy is not automatic. Unless civic interest and a willingness for public service go into it, the results will not be what we seek. Every citizen is responsible for the strengths and the weaknesses of democracy; consequently, each one participates in the quality of the democracy we are able to achieve. The frequently quoted statement of Ben Franklin retains its original truth, "We must all hang together . . ." More realistically, we must all learn to live together.

There is a fair price set on equality of rights. Equal rights impose equal obligations. If one is to share in the benefits of the group, one must invest time, energy, understanding, and integrity. Each drop in the ocean affects the wax and the wane of the tides. Each ounce of work affects the rise and the fall of the democratic way of life. The attitude of the workman is weighed in each ounce of work that he performs. Developed to its fullest, his skill will bring him personal happiness and add to his adjustment in society. No man is without dignity to others and a sense of worth to himself when he reflects on a job well done.

Fraternity is not a term limited to college organizations. Neither does it rest with the meekness of the saint of Assisi, who called the birds and the beasts his brothers. Brotherhood has its place in the roots of democracy. The many common interests we share make us our brothers' keepers without our choosing. Competition needs to be balanced by co-operation and mutual trust. Without charity how could we avoid exploitation and coercion? How could we hope to maintain democracy?

The Group

We have considered the individual as a person; let us also see him as he actually lives. He is not a hermit but a member of a social group. Even the most avid individualist is primarily a member of human society. The group does not annihilate the individual. It gives him a part to play in the symphony of life. He doesn't surrender his standards to the dynamo called group conscience. The selfishness of a million frantic people is only a million times more deplorable than that of a sole individual. Each man must share the responsibility of controlling himself as an individual and as a group member. Conjointly, society must establish controls for the activities of groups and individuals.

If we were to re-examine the qualities we found essential in the individual we should find them intact in the group. The self-control of a voting citizen is transposed to the impersonal judgments of the city council. The co-operation of the non-voting stockholder is transferred to the board of directors. The brotherhood of the elevator operator is translated into the spirit of Congressional committees.

Laws are not fetters; they are regulations that direct the activities of organized groups just as society establishes controls for the proper activities of individuals.

The Democratic Society

Already we have considered the responsibilities of the individual and the group. The State also has duties for which it is accountable to the individual and to the group. Equality as a social practice guarantees an absence of any legal discrimination. It is a principle that provides for everyone a proportionate opportunity for self-development based on the single qualification of merit.

Freedom is not a gift; it is an achievement that permits the

individual to identify his welfare with that of the social group. It sets no restrictions on the individual apart from those that might challenge the general good. Tyranny is outlawed in a democracy because it prevents the individual from attaining his own goals and those of society.

Every man is endowed with certain natural talents. Democracy counts on those gifts and sets a premium on their maximum development. The gains of each individual are the gains of the entire democratic society. It follows naturally that we should make available an abundance of opportunities in all walks of life. A man must find his talent before he is able to develop and use it.

Equality is more than a legal principle; in a democratic society, it is a social practice. Democracy as a way of life knows no geographical boundaries. It is a quality of mind, a spirit which embodies the ideals of mankind. No one group of people is responsible for its present state of development. It was made by representatives of all races and creeds. Man can believe in democracy when he accepts the achievement as belonging to all people.

We, the staff members of the East Orange Public Schools, believe that democracy provides the best hope for society. If the citizens of the State and this community share the belief, it becomes our obligation to provide educational opportunities that will promote appreciation of our democratic past and insure a sound and solid democratic future.

Democratic education strives to cultivate the entire personality. The problems of personality development are the problems of child development. Solving those problems means guiding youth to achieve a culture compatible with the philosophy of democracy.⁸

⁸ Material submitted by Dr. Henry E. Kentopp, East Orange, New Jersey, Superintendent.

THE SEARCH FOR GOALS

And so on and on, from school to school, from state to state, continues this in-service study effort to set goals of instruction and point of view. It is something more than curriculum planning proper. It represents establishing the atmosphere within which schools develop their specifics or the social foundation on which they stand. Invariably such statements emphasize the worth of the individual and pay homage to the American democratic way of life. They respect the inseparability of the two, and see both as dependent upon a proper school program.

Words Alone Are Not Enough

As this work in objective-stating progresses in our school systems throughout the land, it is well to recall the relationship of words to experiences. The words to be recorded in the statements are not expected to suffice as experience, instead they chart the course of experience for teacher and pupil. It stands to reason that the experience which committee members take into such study groups represents a great asset. Experience produces words that in turn stand as the guideposts for further experience.

School people must always beware of developing fine statements of purpose as though they were ends in themselves. The educator's vocabulary means nothing unless it is tested in school operation. A list of school objectives might represent only talk about a good school program, but to be really effective it must give evidence of possible implementation.

In making a statement of philosophy, a committee must

always beware of approaching the job as though it were nothing more than a testimonial of faith. An educational ideal provides pupils no nourishment in itself. There is always the invitation for school leadership to avoid generalities and get down to specifics. Once the statement of purpose is worded for a school it is not something to be framed and hung on the wall as a charter or diploma. Instead, it is something to be used in selecting and setting up courses, and in providing the methods of instruction. Its real test comes in its use, not in its wording.

COMMITTEES SHOULD BE REPRESENTATIVE

A philosophy for a school system should not be undertaken until careful thought has been given to the mechanics of its development. If it is to cover the entire operation, then it follows that all divisions of the system should be represented in the study group. Not only must the different levels of instruction be adequately represented, but also the different elements within each. The secondary school, so diversified in its make-up, demands care in presenting point of view. Only through care in developing philosophical point of view can a school system determine the adequacy of its present program.

Sub-committees working within a larger framework represent a common practice in curriculum development, and this approach certainly suggests itself in this area of school purposes. Faculty units within the various schools represent good sounding boards for the clearance of progress reports coming out of the committee work. The over-all ideals can thus be checked against the realities of school operation in each neighborhood of the school district.

In such a study program there is a limit to the number of people who can be included in the more active committee work. The principle of maximum participation must be tempered with the practical problem of efficiency in getting a job done. The amount of participation of out-of-school personnel in the planning of school purposes is similar to the question of such participation in other aspects of school operation. It is a matter calling for predetermined policy rather than for afterthought. School systems have long since broken ground in this field and have accepted the layman as a partner in planning.

Objectives represent expectations, and, to say the least, they run high. But there is nothing unreasonable in the hopes expressed in the statements of purpose just reviewed. The framework is there for the in-service consideration of the curriculum within.

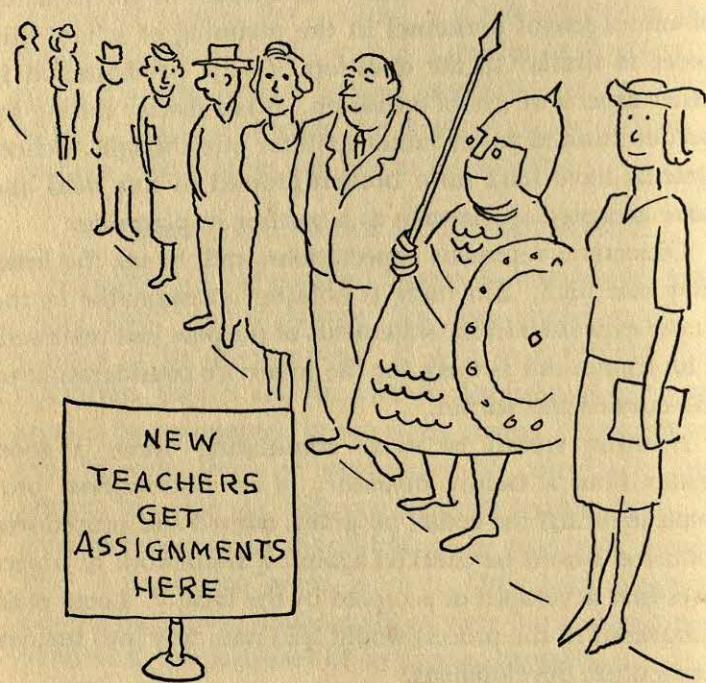
Nothing would be more stimulating under a good leader than a faculty inventory of its instructional program in which the actual programs offered and procedures followed would be checked against a framework of objectives first developed or accepted by the faculty. Loose ends discovered in the process would lead naturally into further curriculum development.

THE BREADTH OF THE OBJECTIVE

A review of the statements just treated leaves the conviction that the American school curriculum is stationed on a sound foundation. If the good intentions—or even half of them—can be carried out, then the public school can be termed the most American thing in America. In a sense it represents a legacy that has been accumulating

for three hundred years, and promises to pay to the young citizens of the future even a higher rate of interest than has been the case in the past.

The breadth of the concept of public education today



SPEARS

is attested to by the expression of purposes. It is true that purposes will not automatically change curriculum. They cannot be waved as a magic wand over a limited curriculum with the expectation that a miracle will come to pass. But this breadth that is revealed in a statement of objec-

tives such as the Minneapolis statement indicates that we are conscious of the good curriculum.

It is hardly possible for the recorder of a school curriculum to blow the breath of life into the account that the original deserves. The image flickers and dances about as the biographer slaves away at his reproduction. He can expect to come up with only a reasonable likeness, for a curriculum is about 90 per cent people and 10 per cent plan or structure. The plan of a program might be likened to a mask, it being more difficult to determine the real face behind it.

A statement of purpose is likewise perplexing. It has the quality of specificity or exactness, since it is invariably available as a prepared statement. On the other hand it is not curriculum—not program—but the professed goal of the undertaking. It can be attested to as existing, but, since its attainment must be left to the future, its true existence might be challenged. In a sense, a statement of purposes or a philosophy of education resembles a promissory note, payable in the future. But on the other hand, it isn't something you can put away in a vault if you expect to draw interest on it.

DEFINING THE LIMITS OF IN-SERVICE TRAINING

A GOOD SCHOOL NEVER ACHIEVES A CULMINATION. INSTEAD, at any one time it represents a slice out of the busy and meaningful lives of boys and girls. An education can be broken down logically into years or grades only for accounting purposes. It is a flowing thing that in the last analysis defies arrest at any point. Education doesn't stop with a vacation to begin again when school reconvenes. It cannot be parceled out into units or terms, as though learning were to be built up of miscellaneous pieces. Instead, it is a challenging movement of an individual through organized schooling and related life experiences, one day after another, one year after another.

PRINCIPLES OF IN-SERVICE TRAINING

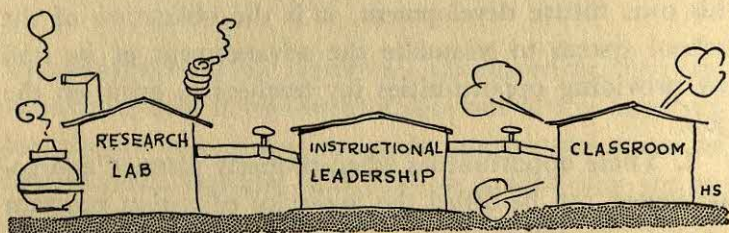
And just as there is movement in the lives of the learners so there is commonly accepted today the idea of continuous growth on the part of the teachers. This is not left to chance, but is an organized thing commonly known as "in-service training," and by those who would refine the

term training, "in-service education." In looking back over the examples of this growth program provided by the school systems reviewed, the principles of the thing are apparent, one seeming to have grown naturally out of the other. They seem to be:

1. The professional training of the teacher does not cease as he leaves the college for the teaching position.
2. Nor can his future professional development be adequately served by continuous teaching experience alone.
3. Although it is reasonable to expect a teacher to guide his own future development, it is the obligation of the school system to stimulate the advancement of its staff by providing opportunities for teachers to grow on the job.
4. These opportunities when properly planned and coordinated can be called the in-service education program of that school district.
5. The provision of staff leadership for this program is a legitimate school expenditure.
6. The test of the in-service program lies in the improvement of the instruction and, consequently, in the improved development of the pupils.
7. The in-service program cannot be separated either in spirit or function from curriculum planning and supervision, the three representing overlapping features of the program for instructional improvement.
8. Although the prime purpose of in-service training is to promote the continuous growth of teachers, a portion of the effort represents the elimination of deficiencies of those who were inadequately trained during their pre-

service education. For instance, it was recently reported that 32 per cent of the elementary-school classroom teachers and 3 per cent of the secondary-school classroom teachers of the country had less than four years of college preparation.¹

With this simple and logical case for the continuous study of the job it is not surprising that school administration has generally accepted the responsibility to do something to advance instruction to an ever-higher level.



EXTENT OF IN-SERVICE STUDY

The extent of the organized in-service education movement is not to be underestimated. A recent study of approximately 2,000 school districts scattered throughout the 48 states revealed that 94% of them were providing their teachers with some sort of opportunities for professional growth on the job, and the great percentage of them were providing miscellaneous activities.² The complete tabulation of this survey, conducted by the Research Division of the National Education Association, is as follows:

¹ Research Division, National Education Association, *In-service Education of Teachers*, February, 1954, p. 1.

² Research Division, National Education Association, *Special Memo*, June, 1956, p. 25.

*Opportunities for Professional Growth
of Teachers in Service*

<i>Type of opportunity</i>	<i>Number of districts</i>	<i>Per cent of total</i>
University extension courses	1,120	57
Curriculum committees	1,211	61
Lectures on educational subjects	852	43
Special courses in nearby colleges	923	47
Workshops during regular school year ...	1,148	58
Committees, other than curriculum	811	41
Workshops during the summer	436	22
Other opportunities	79	4
Total reporting one or more of the above	1,856	94
Number of districts reporting	1,973	

RELATIONSHIPS TO SALARY SCHEDULE

As revealed in the examples in the preceding chapters, it is interesting to note that once a school system gets into this in-service business there often follows the challenge to include a maximum number of teachers and administrators in the program provided. In fact, this faith in the promise of study on the job and its natural component—the desire to have a maximum number reap the benefits—has in turn led many school administrations to the conviction that in-service work should be required.

In the case of school systems operating salary schedules with increment steps it is quite common to require evidence of in-service work as a means of advancement—advancement which previously was controlled only by additional teaching experience. This is particularly true of large school systems. The features of the San Francisco salary schedule with its in-service training requirements are presented here to describe this common relationship of

salary advancement to study on the job. A similar policy is followed in St. Paul, as indicated in Chapter 5.

THE MECHANICS OF THE SAN FRANCISCO PROGRAM

In the San Francisco schedule are three classifications, the first being for teachers with a bachelor's degree or equivalent, the second for those with thirty semester hours beyond this degree, and the third for those with sixty hours beyond the degree. The increment steps in each are arranged by number of years of service, there being fourteen steps in the first classification, thirteen in the second, and twelve in the third. It is a single-salary schedule including all elementary and secondary school teachers.

Increment Period Blocks

For the purpose of fostering continuous improvement in service among San Francisco teachers, and as a basis of eligibility to further increments, definite requirements are established. Increment period blocks on the salary schedule are fixed as follows:

For Classification I—each 3 complete school years

For Classification II—each 4 complete school years

For Classification III—each 5 complete school years

In order for a teacher to qualify for advancement from any particular increment block to the next higher increment period block he is required to show evidence of having satisfactorily completed six semester units of acceptable work within the increment period block from which he seeks advancement. Units earned in the following manner are acceptable for salary study increment and salary certification purposes:

1. Accredited university or college courses.
2. In-service courses, equivalent to college or university courses, approved in advance by the Superintendent for a specified number of units.
3. Courses in specialized schools, if approved in advance by the Superintendent.
4. Teaching a course for which no monetary compensation is given, providing the course is approved in advance by the Superintendent, and further that the number of credits to be granted under this provision shall not exceed two credits in any one increment block.

In San Francisco a salary co-ordinator is provided to handle the classification and advancement of teachers on the salary schedule. Responsibilities assigned the superintendent in the regulations just quoted are delegated to staff committees and the salary co-ordinator. In-service activities are provided by the respective divisions—elementary, junior high, senior high, and adult and vocational. They are developed out of teachers' interests and school needs as evidenced in advance of the provision of such study projects or workshops. Leadership is ordinarily provided by those holding supervisory positions in the staff. Occasionally help from a nearby campus is secured.

It is common for such study groups to meet once a week for a couple of hours after school, the work extending a semester or a year as needed. Courses of study, teaching guides, parent bulletins, materials catalogues, audio-visual materials, and similar aids to teachers and schools are developed through this procedure.

It has been a practice in San Francisco thus to tie in-service work, supervisory leadership, and curriculum plan-

ning into one related program, thus synchronizing the entire instructional improvement effort.³ The city is located in the midst of a number of fine colleges and universities. Consequently, the in-service plan reflects the ease by which the individual teacher can turn to such institutions from time to time for courses of interest.

The purpose of the entire in-service program is to give encouragement to, and render practical assistance in, the continuous improvement of members of the certificated staff. There is provided a diversified program of in-service training courses scheduled at such hours and conducted at such places as to make them readily available to interested teachers and administrators. At the present time, six types of in-service training courses are provided, as reviewed here:

1. *Non-college full-semester courses established by the San Francisco Unified School District.* The non-college full-semester courses established by the San Francisco School District are designed to meet the needs of teachers in specific fields. They give special attention to curriculum problems, to teaching methods, and to the development of teaching aids. Initiated by heads of departments and curriculum assistants and approved by the Superintendent, they are made available to teachers who desire help and to teachers recommended by the principal. Enrollment is limited to thirty or forty members, to fewer if the course is conducted as a seminar.

Instructors and consultants are paid from District funds. No payment, however, is given to Central Office administrators or supervisors who may serve as instructors of these

³ This thesis is developed in the writer's, *Improving the Supervision of Instruction*, Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1953.

courses. Salary increment and classification credit are obtainable through such courses. For fifteen clock hours, one non-college unit is given; for thirty clock hours, two non-college units. No fee is charged for these courses. Teachers enrolling in the courses must have their study programs approved by the Co-ordinator of Salaries.

An example of a recent project of this type is the social studies seminar for secondary teachers, with a consultant provided by a nearby university and funds coming from the San Francisco school budget. In his work with the members of the seminar, the consultant has been guided by the wishes of the group and the expressed needs of its committees. The first semester he spent part of his time lecturing to the group and part giving specific help in curriculum construction. His lectures covered such areas as trends in social studies, teaching techniques, and problems facing social studies teachers. The lectures were designed to give the members of the seminar some common background for their discussion.

The major portion of the consultant's time the second term was devoted to helping groups develop materials and meet problems in the specific fields of United States history, world history, junior high social studies, and the general scope and sequence of a social studies program. A specific instance might help illustrate the use of the consultant. The committee considering social studies in the junior high school had the problem of how to incorporate the state requirement of American institutions and ideals into the curriculum. They called upon the consultant to discuss with them the meaning of American institutions and ideals and the possibilities of relating this to the curriculum.

The consultant has worked co-operatively with the members of the San Francisco school system in planning activities for the social studies seminar. He has been quick to act on suggestions of the curriculum personnel and to offer suggestions for advancing the objectives of social studies curriculum development. He was not asked to give a planned course, but after a somewhat formal beginning he acted as the resource person available to all members to help them consider their specific social studies problems, as a group and as individual teachers.

2. *Non-college courses sponsored by community organizations.* The non-college courses sponsored by community organizations include such courses as:

Standard First-Aid—a 16 clock hour course for which one semester, non-college unit is granted.

Advanced First-Aid—a 16 clock hour course for which one semester, non-college unit is granted.

Structure and Function of Junior Red Cross in School—Community Organization—a 30 clock hour course for which two semester, non-college units are granted. This latter course is for elementary, junior and senior high school classroom teachers. Teachers consider service and international activities designed to enrich their instructional programs, learn activities suitable for retarded and accelerated groups, learn ways to make use of student leadership, exchange ideas on methods, and investigate resources and materials available. Special emphasis is placed on how children can acquire a growing concern for others both in their community and international relationships. This is approached through accounts by classroom teachers and community leaders, group discussion, action research, and field trips.

Salary increment and classification credit are obtainable through these courses. Certificates are also given to those who satisfactorily complete the courses in First-Aid. No fee is charged for these courses. Teachers enrolling in the courses must have their study programs approved in advance.

3. *College or university courses.* At the beginning of each semester, a special issue of the weekly *Bulletin* to the schools furnishes complete information about the nearby college and university courses that are of specific value to San Francisco teachers, and that are offered in the late afternoon, in the evening, and on Saturdays by colleges and universities of the bay area. Salary increment and classification credit are obtainable through these courses, the quality of the work done being the responsibility of the particular institution. The college or university charges fees for these courses. To insure the receiving of salary increment and classification credit for these and other courses offered by institutions of higher learning, teachers must have the approval of their building principal and of the co-ordinator of salaries.

4. *Workshops.* To instruct teachers in some particular phase of work, e.g., methods of planning patterns, warping, or operating a two-harness loom, teacher workshops of short duration—from one to five hour-meetings—are arranged for teachers by heads of departments and conducted by supervisors or specially trained personnel. Attendance at such meetings is voluntary but necessarily limited. No salary increment or classification credit is given for attendance at the workshops.

An administrators' workshop of two weeks' duration is held each August and is considered part of the regular

school calendar. Attendance at the workshop is required of administrators of all divisions. General group meetings, addressed by outstanding speakers, and special committee meetings are held. Various phases of administrative work are considered at these meetings in workshop groups. No salary increment or classification credit is given for attendance at this workshop.

5. *Orientation courses.* To acquaint teachers with the over-all program of the San Francisco schools, the elementary, junior high, and senior high divisions offer separate orientation courses. The courses are compulsory for new teachers during their first term in service. The number of meetings varies according to the needs of the particular division. In a typical orientation course such matters as credentials, transcripts, in-service programs, salary problems, instructional program, and special services are considered. The sessions are led by the various supervisors and administrative officers with whom the teachers may later deal. No salary increment or classification credit is given for these courses.

6. *Special curriculum or activity courses.* With the help of curriculum assistants and under the guidance of curriculum consultants, various special study groups, composed of teachers, meet once a week for a semester or more in two-hour sessions to consider ways and means of effecting progress in some phase of school work. From the activity of study groups have come in recent years such teaching guides and handbooks as:

Teaching Guides for Reading, kindergarten through the twelfth; Social Studies in Grade Six; Language-arts, kindergarten through eighth; Handwriting and Spelling, first through third; Science, kindergarten through sixth.

Six booklets on Elementary Social Studies—Fun in San Francisco, Work in San Francisco, Early San Francisco, In and Out of San Francisco, San Francisco Today, and At Home in San Francisco; three Elementary Science Teaching Guides, kindergarten through sixth; and A Guide for Teaching Language-arts.

The following high school publications are the result of this program: Guide for Teaching Art, Guide for Teaching Community Civics, Senior Goals, Guide for Improvement of Instruction in Typewriting, Sophomore Goals, Politics and Democracy, Style Sheet, and nine volumes on Advanced Phases of Physical Education. Six booklets describing the government of the City and County of San Francisco have been prepared by the Secondary Curriculum Committee.

Salary increment and classification credit is generally given for special curriculum and activity studies. The curriculum assistants are teachers who are brought into the central office each for a year to give leadership for specific projects such as those just listed. There are approximately five or six such positions provided in San Francisco each year.

On the surface, in-service education requirements, when tied into salary increments, may imply forced and consequently artificial teacher growth on the job. However, the judgment should be made not of a plan on paper but of an in-service plan in actual operation. In San Francisco there is a wholesome atmosphere in the in-service program. The study opportunities are varied enough to hold the attention of the 3600 teachers, yet they are restrictive enough in their content to bear meaning to the curriculum.

SUBSTITUTIONS IN REQUIREMENTS

Since in-service study implies teacher growth, it has been natural for some school systems in their in-service requirements to seek substitutes for the common study type procedures represented by college courses and study projects set up within the school system.

A research study conducted by the National Education Association reviews the professional growth equivalents for college or in-service study credits allowed by school systems in cities over 30,000 in population.³ Among the means by which a teacher may qualify for the next annual increment on the salary scale are:

- Travel
- Research projects
- Convention attendance
- Lecture course attendance
- Summer school teaching
- Publishing articles or books
- Exchange teaching
- Local study group work
- Institutes
- Supervision of practice teachers
- Experimentation
- Organization leadership
- Sabbatical-leave projects
- Community leadership
- Professional organization service
- Demonstration teaching

³ American Association of School Administrators and Research Division of the National Education Association, *Educational Research Service*, Circular No. 1, 1950.

Work in teachers' associations
Reading educational books and periodicals
Delivering addresses
Reviewing tests
Membership in educational associations
Industries forums
Defense service
Work experience
Creative work
Curriculum activity
Service in extra-curricular activities

Meeting in-service requirements through substitute activities has at times been referred to as Equivalency Credits. A doctoral study on the subject, "Equivalency Credits, an Incentive to the Further Professional Growth of Teachers," has been done by Charles C. Carman, at Rutgers University, New Brunswick, New Jersey. He reviewed 97 different activities through which the school systems that were studied provided such credits as substitutes for the usual college course credits. He sets up these principles for establishing a policy for a program of Equivalency Credits:⁴

1. Equivalency Credits should act as an incentive for teachers to continue their intellectual growth professionally, socially, and culturally.

2. Professionally, a basis for establishing such a plan would be to provide a teacher with a means of earning credits other than college and university credits toward satisfying the professional growth requirements of a school district.

⁴ Reprinted by permission of Mr. Carman.

3. Such a plan should provide a means whereby teachers may obtain credits for advancement on the salary schedule by participation in activities which are beneficial to the school system and are indicative of professional growth.

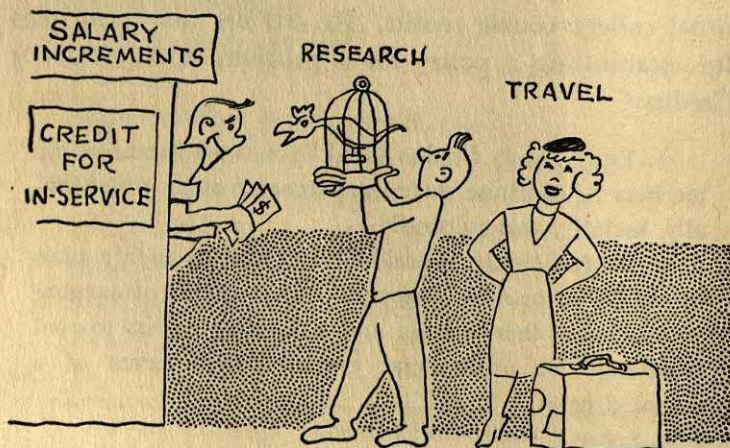
4. A basis for the awarding of Equivalency Credits should be their use to encourage and reward teachers' contributions to the welfare of the school system.

5. General policies concerning a plan for the use of Equivalency Credits should emanate from the Board of Education of a school district.

6. Board of education policy regarding the use of Equivalency Credits should be so stated as to lend authority to the credit so that it will have comparable value to that of other credits accepted by the school district as evidence of the professional growth of its staff.

7. The superintendent of schools should be considered as the chief administering authority of a plan for the use of Equivalency Credits.

8. The establishment of a program for the use of



Equivalency Credits should be a democratic procedure in which representatives of all levels of the educational establishment participate.

9. The principles of democratic school administration should prevail in the administration of such a plan.

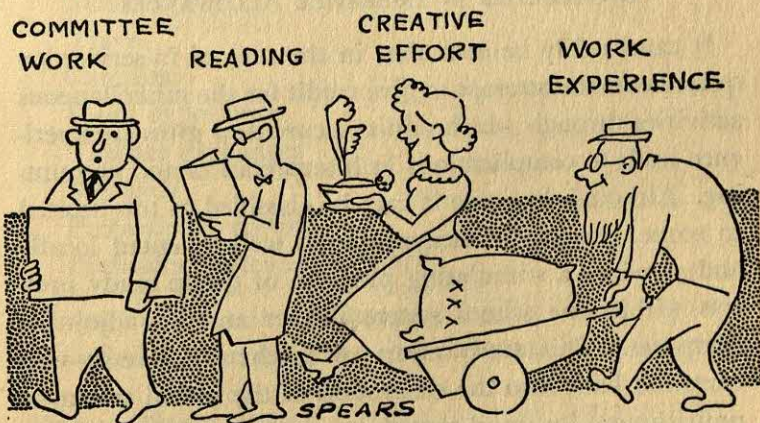
10. Any agent designated by the superintendent to help in the administration of a plan for the use of Equivalency Credits should recognize the authority of the board of education as the policy maker and the superintendent as the chief administrator of such an undertaking.

11. Any committee constituted to help administer a plan for the use of Equivalency Credits should by definite statement limit the scope of its activity.

12. All parts of the administrative organization for the use of such credits should be business-like in the procedures established.

13. All teachers, duly licensed, should have the privilege of participating in a plan for the use of Equivalency Credits.

14. Complete information about a plan for the use of Equivalency Credits should be circulated widely to insure



complete understanding of it by all the personnel of a school district.

15. The pursuit of an activity for purely personal knowledge, satisfaction, social enjoyment, and monetary gain should not qualify a teacher for Equivalency Credit.

16. The "credit" should be carefully defined so that when it is granted it will invariably represent an objective measure of the value of the activity which has been completed.

17. Equivalency Credit should be allowed for any activity which will provide an experience of measurable value calculated to cause a beneficial change of behavior in an individual teacher and make a contribution to the general welfare of the school system.

18. The evaluation of such a program in all its facets should be a continuing process.

19. As the ultimate benefactor of any plan which fosters further professional growth of educators within a local school system, the community should be made aware of the undertaking and its progress.

DIFFICULTIES IN IN-SERVICE ALLOWANCES

It can readily be seen that in the case of in-service requirements the attempt to give credit for the miscellaneous activities through which adults secure new growth experience leads to complications in interpretation and accounting. Although by some it may be classified as too limited in scope, the San Francisco plan is well accepted locally and provides a stimulating program of group study projects within the school system proper and on adjoining campuses. This study effort of teachers is pretty well funneled back into the classrooms of the school system as nourishment for pupil growth.

Since only six semester hours of credit must be earned every three, four, or five years, while the teacher is advancing on the salary scale, this provides wide latitude in the selection of study outlets, and prevents regimentation or rigid project requirements.

A well-prepared bulletin issued by the National Education Association on this subject, rightfully warns against impositions upon the teachers' time and against narrow conceptions of personal and professional growth.⁵ It goes on to present as possible endeavors the following:

College and extension courses

Institutes

Conferences

Workshops

Individual conferences

Visits and demonstrations

Staff meetings

Committee work

Professional reading

Field trips

Travel

Camping

Work experience

Teacher exchanges

Research

Professional visiting

Professional association work

It goes without saying that the teacher should not be overloaded by the in-service requirements, if it is estab-

⁵ Research Division, National Education Association, *In-Service Education of Teachers*, February, 1954.

lished. It is recalled that in Chapter 3 it was explained how the teachers of Oak Ridge had an extended calendar beyond that of the pupils, to enable them to do in-service work. This possibility of a lengthened calendar is explained in the NEA bulletin just mentioned, Austin, Texas, being cited as another school system providing a lengthened teacher calendar for this purpose.

The school system that requires in-service work must see that ample provisions are made for it in the school system or in the nearby community area.

A WORD IN CLOSING

The liberties that our people have won have in no small degree been won in the public school classroom. They have been won in the classroom just as surely as they have been won on the battlefield or in the halls of Congress.

To say that some schools do a better job than others is to be nothing more than realistic. Likewise some do a better job in some periods than in others. Any school over a period of time reflects the strains and stresses, the failures and successes, the hopes and ambitions of those who taught its pupils and those who directed its over-all operation. That through the years the effort and the result may go up and down, or travel on a plateau, as does the graphic line that records the progress of the stock market, is understandable. But good schools do not come by chance, nor need the dips in accomplishment be pronounced if proper controls are exercised. It is the story of leadership, the story of knowing the destination and seeking the most promising means of getting there. Today this effort is generally referred to in school management as the in-service program, the attempt to hold a maximum number of the

teachers interested in continuous improvement of their instructional efforts.

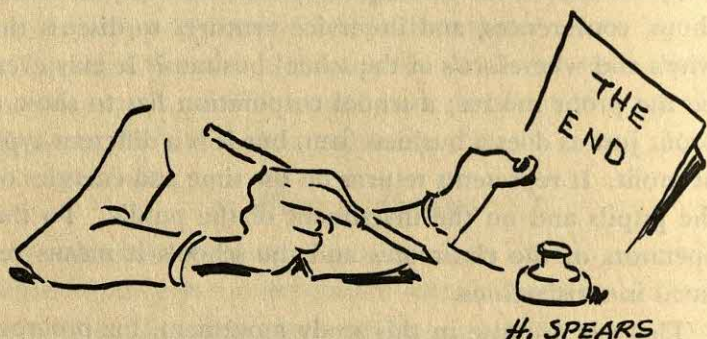
Why is it that teachers and staff leaders are willing to put in all the extra work that represents the in-service movement which blankets the schools of the country? Why do they meet so frequently and earnestly in workshops, conferences, and in-service ventures to discuss the why's and wherefore's of the school business? It may even be the profit motive; a school corporation has to show a profit just as does a business firm, but it is a different type of profit. It represents returns on the time and energies of the pupils and on the investment of the public. To the operators of the classrooms and the schools it means returns in satisfactions.

There is promise in this study movement, for progress has always come from dissatisfaction. And American education still seeks the ideal school. Teachers have long since discovered that they cannot ordain the conditions within their classrooms, nor can administrators ordain those within their schools. School improvement will always call for concentrated study and effort.

One caution may be added to the in-service approach. Teachers may become so busy in carrying out such activities they may not take time to determine if it is the way to the goal. We always need to fight the tendency for means to become ends. Study programs signify nothing in themselves and should never be used as antibiotics for school operators who are trying to get away from their classroom problems.

Yes, the 300-year story of American public education, with its many facets, has from the beginning recorded two parallel drives, (1) the persistent search for the perfect in-

structional program and (2) the relentless struggle for adequate financial support. And so it will be for years to come, but the effort and the achievements to date, as revealed in such movements as curriculum planning through in-service training, promise much for the future.



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¹ Appreciation is expressed to the Research Division of the National Education Association for helpful suggestions in the preparation of the list above.

INDEX

A

- Academic progress, 219
- Administration:
 - correlation of instructional improvement, 34-35
 - growing complexity of, 25-26
 - workshop, 72, 323-324
- Administrative council (*see* Curriculum council)
- Adult education, 9
- American society:
 - demands for education, 9-11
 - emphasis upon success, 20-21
 - heavy dependence upon education, 17-20, 67
 - investment in schools, 13
 - liberties won, 332
 - nature of, 304, 307-308
- Arithmetic, 147, 164, 185
- Arizona State College, at Tempe, 183-184, 191
- Articulation of school levels, 165
- Arts, in the curriculum, 62-63, 185
- Assemblies, school, 168
- Association for supervision and Curriculum Development, NEA, 37, 113
- Attendance, 167
- Audio-visual materials, 142, 144, 163
- Auburn, Maine, in-service study programs, 106-129

B

- Battle Creek, Michigan, teacher-parent conferences, 231-245
- Blankenship, Alden H., 70, 268
- Brown, Milton W., 155
- Bulletins:
 - curriculum study, 101, 120-121, 153, 157, 190, 191
 - parent-teacher conferences, 208
 - public relations, 190

C

- California:
 - elementary school requirements, 11
 - expansion of schooling, 9
 - junior college program, 8-9
- Capehart, Bertis E., 57, 68, 74, 83
- Carbone, Peter F., 296
- Cardinal principles of education, 123-124
- Carman, Charles C., 327
- Carson, C. A., 270
- Carson, J. Oliver, 132
- Case study, 151
- Census of instructional problems, 161
- Chamberlain, Dell, 59
- Charts:
 - Auburn curriculum organization, 109

Charts (*Cont.*):

- creation of curriculum position, 35
- Mesa curriculum plan, 188
- Oak Ridge staff, 81
- St. Paul curriculum organization, 87
- St. Paul steering committee, 93
- Stratford staff, 130
- Chattanooga, Tennessee, curriculum program, 193-205
- Child growth and development, 103, 122
- Citizens' committee, 133, 139, 151-152
- Civil Defense, 80, 192
- Classifications, salary, 318
- Classroom visitation, 75-76, 189
- Class size, 7
- Clemenceau, 50
- Codes of ethics, 7
- College, enrollment increase, 18
- Columbia University, Teachers College, experimentation, 159, 160
- Common school, expansion of, 8
- Communication, 166
- Community agencies:
 - aid in courses, 322
 - teachers' interest in, 164
- Community resources, 169
- Community survey, school curriculum, 189, 198
- Compulsory education, 5
- Conner, Forrest E., 88, 209
- Consultants, for study programs:
 - Auburn, 107
 - Chattanooga, 201
 - Mesa, 183-184, 191
 - St. Paul, 98-99
 - San Francisco, 319, 321
 - West Orange, 158-159
- Content, related to method, 35-36

- Control of classrooms, 64
- Costs of schools, earlier period, 5-6
- Cox, E. A., 132, 303
- Curriculum:
 - early schools, 2-9
 - nature of, 167
 - large school system, 9-10
 - secondary school, 12-13, 18-21, 32
- Curriculum council, for co-ordinating teacher study program, 79-80, 86-94, 118, 138, 159, 172-173, 182, 186, 194-195
- Curriculum director, 33-34, 88, 156, 157, 179-182, 193
- Curriculum office, 86, 95, 157, 182
- Curriculum revision:
 - change in concept, 33, 38
 - objectives of, 101-102, 108-110, 160-161, 184
 - popularity of, 25
 - principles of, 51-53, 136-138
 - orderly progress, 22, 48-49, 51
 - organization for, 33-35, 193-195
 - relationship to in-service and supervision, 36-38, 319-320
 - teacher planning, 88
 - terminology, 45
 - use of examples, 47
- Curriculum staff:
 - duties of, 96-97
 - provision for, 95, 155, 179, 188, 193

D

- Dallas, Texas, orientation of new teachers, 257-258, 264-265
- Davidson, Harry R., 231
- Decatur, Alabama, objectives of education, 92-93
- Democratic foundations, 1

- Democratic process:
 in administration, 26, 40-41
 in America, 304, 307-308
 Dental hygienist, 213
 Derthick, L. G., 193
 Discussion procedures:
 as outlined by ASCD, 113-118
 in workshop, 111
 Doll, Ronald C., 159

E

- East Orange, New Jersey, objectives of education, 303
 Educational conferences, 191
 Educational council (*see* Curriculum council)
 Educational leadership:
 principles of in curriculum study, 52-53
 qualities demanded, 32
Education Index, 39
 Efficiency, in non-teaching positions, 29
 Elementary school:
 California state requirements, 11
 New York point of view, 279-284
 Oak Ridge program, 58-65
 Stratford objectives, 146-147, 296-301
 Environment, influence on school, 49-51
 Equality of educational opportunity, 121-122
 Evaluation:
 of in-service work, 83, 203-204
 of pupil progress, 7, 63, 163
 Example, as impetus for program change, 47-49, 51
 Expansion of services to teachers, 41-42

- Experience, in curriculum study, 45

F

- Faculty meetings, 190
 First-aid training, 190, 192, 322
 Flexibility, in study programs, 80
 Foreign language, 164
 Forms and tables:
 Battle Creek letters to parents, 238-239
 professional growth opportunities, 317
 summary of conferences, 244
 Franklin, Benjamin, 12-13

G

- Gary, Indiana, orientation new teachers, 267
 General education, 65, 108
 Geography, 165
 G. I. Bill of Rights, 18
 Gifted children, 167
 Goals, search for, 309-313 (*see also* Purposes)
 Grand Island, Nebraska, objectives of education, 303
 Green Bay, Wisconsin, orientation of new teachers, 258-260, 265-266
 Group, 307
 Group conference, parents of classroom, 214-215
 Growth opportunities, 315
 Guidance, 174-175

H

- Handbook for Teachers*, 153
 Handwriting, 49, 163
 Hanson, Earl H., 268
 Harris, Dale, 209

Health and physical education:
 objectives, 288-294
 program, 62-63, 142, 185
 High school (*see* Secondary school)
 Home, relationship to curriculum, 4-8, 19-22, 124, 206
 Home reporting:
 Battle Creek, 231-245
 choice of systems, 249-251
 in-service study of, 255
 Missoula, 245-255
 Oak Ridge, 227-230
 principles of, 251-254
 St. Paul, 206-227
 Stratford, 143, 145
 West Orange, 161
 Homework, 165-166

I

Individual differences:
 as curriculum guide, 122
 in secondary school, 32
 Individual, the, 305-308
 In-service council (*see* Curriculum council)
 In-service credits, 44, 98
 In-service programs:
 accounting teacher growth, 44
 chronological steps in, 145, 186
 faculty approach, 193-194
 necessity of, 30
 poor aspects, 84-85
 popularity of, 25
 principles, 51-53, 314-316, 327-330
 purposes, 184-185
 relationship to curriculum planning and supervision, 38-40, 319-320
 respects research, 28-29
 schedules for courses, 319

survey of, 316
 valuable activities, 83-84
 In-service study topics:
 Auburn, 110, 119
 Chattanooga, 202-203
 Oak Ridge, 72-74, 76-79
 St. Paul, 88, 95, 98
 Stratford, 142-151
 West Orange, 158
 Instructional materials, 76, 102-103
 Instructional program:
 advanced through in-service work, 316
 limited in early schools, 4
 relationship to support, 24-25, 27
 search for improvement, 4, 15-16, 22-23, 36, 204, 334
 Intelligence quotient, 221-222
 Ireland, Robert S., 107

J

Jackson, Walter M., 285
 Job opportunities, 4-6
 Junior high school, 184
 Junior Red Cross, 322

K

Kearney, Nolan C., 88, 104
 Kentopp, Henry E., 308
 Kindergarten program, 143, 145-146, 165
 KTYL radio program, 189

L

Language arts, in elementary schools, 60-61, 142-150, 162-163, 166-167, 169, 185
 Layman (*see* Parents, Parent Teacher Association)

Leadership:

- as growth resource, 135
- in in-service work, 319
- legal expenditure for, 315
- of administrators and supervisors, 152, 155
- of group discussions, 114
- of local staff, 320
- of principal, 196-201
- over a long period, 332

Library:

- for students, 148-149, 161-162
 - for teachers, 82, 97, 119, 192
- Local control of schools, 14-15

M

- Maine, University of, 107
- Marking procedures, 165
- Materials of instruction (*see* Instructional materials)
- Mental development, 221-222
- Mesa, Arizona, curriculum study, 178-193
- Methods of instruction:
 - emphasis in, 123
 - progress in, 45-46
 - relationship to content, 36
- Milwaukee, Wisconsin, orientation of new teachers, 260-262, 266-267
- Minneapolis, Minnesota, objectives of education, 94-96
- Missoula, Montana, teacher-parent conferences, 245-255
- Morrow, Robert D., 270
- Music, 185, 192

N**National economy:**

- as curriculum incentive, 134
- related to schools, 5, 8, 124

secondary education and, 19-20

- National Education Association, 316, 326, 331
- New York City, objectives of education, 279-284
- Norris, Tennessee, 55
- Nurses, 213

O

- Oak Ridge, Tennessee:
 - in-service program, 55-85
 - system of parent conferences, 227-230
- Orientation of new teachers:
 - city's background, 257-262
 - content of booklets, 263-268
 - Dallas, 257-258
 - duration of, 262
 - Gary, 267
 - Green Bay, 258-260
 - help of teachers' association, 268
 - Milwaukee, 260-262
 - printed guide, 257
 - relationship to in-service, 256-257
 - Rock Island, 268
 - the orientation load, 273-274
 - Tucson, 268-272
 - St. Paul, 272-273
 - San Francisco, 324

P**Parents:**

- conferences with teachers, 190, 206-255
- participation in study programs, 7, 56, 81, 132, 135, 139, 150, 168
- Parent Teacher Association, 81, 135, 168, 175-176, 190, 212

Parker, J. Cecil, 113
 Personality development, 165
 Philosophy:
 Auburn, 121-124
 Chattanooga, 197
 Decatur, 284-285
 East Orange, 303-308
 Grand Island, 303
 Minneapolis, 288-294
 moving from philosophy to goals, 124-125
 New York, 279-284
 Oak Ridge, 57, 67-68
 Salem, 295-296
 St. Paul, 101-102, 211-212
 Stratford, 135-136, 296-303
 Terre Haute, 286-288
 Physical development, 223
 Porter, C. S., 245
 Principal, as leader, 195-201
 Principles of education:
 of good schools, 28-29
 of new schools, 57, 70-71
 Professional growth equivalents:
 National Education Association, 326-327
 C. C. Carman list, 327-330
 Promotion policy, 167
 Psychologists, 213
 Public, interest in schools, 13-14, 16-17, 133
 Public relations, 16-17, 53, 133, 151-152, 189, 191, 212-213
 Public school, changing conception, 6-7
 Public interests, 59
 Purposes (*see also* Philosophy):
 essential to curriculum study, 278
 of curriculum study, 101-102, 108-110, 125-127, 135-136, 160-161, 184
 of schools, 65, 123
 sampling of, 278-279

Putnam, Rufus A., 289

R

Reading, 150-151, 169
 Recorder, of discussions, 114-115
 Remedial reading, 163
 Resource person, 115-116
 Resource teachers (*see* Teachers, as curriculum assistants)
 Rock Island, Illinois, orientation of teachers, 268
 Ruskin, John, 286

S

Safety, 164
 St. Paul, Minnesota:
 curriculum study program, 86-105
 orientation of teachers, 272-273
 system of parent conferences, 206-227
 Salary policies:
 features of, 7, 23-24
 granting increment credit, 317-319
 salary co-ordinator, 319
 Salem, Massachusetts, objectives of education, 295-296
 San Francisco, California:
 orientation program, 272
 system increment credits, 317-319
 types of in-service, 320-324
 Scheduling classes, 63
 School buildings, 7
 School improvement, resources for, 135
 School support:
 early limitations, 5
 related to instruction, 24-25, 27, 122
 struggle for, 22-23, 334

Science, 185
 Scope and sequence, 39
 Secondary school:
 articulation with other levels,
 137
 curriculum development, 168
 demands upon, 11-13, 18-21
 diagnosis of shortages, 32
 junior high, 184
 Oak Ridge, 65-67
 philosophy, 301-303
 textbook adoptions, 189
 Shepherd, Rulon T., 179
 Skills, emphasis on, 61-62
 Slow learner, 164
 Social and emotional develop-
 ment, 223-224
 Social studies:
 courses for teachers, 321
 guides and materials, 324-325
 program of, 147-148, 165, 168-
 169, 185
 Special services for handicapped,
 213
 Speech problems, 163
 Speech therapists, 213
 Spelling, 142, 144, 167
 Standards of achievement, 124
 State Department of Education:
 Maine, 128,
 Minnesota, 90
 Tennessee, 195, 201
 State responsibility for educa-
 tion, 14-15, 190
 Stratford, Connecticut, curricu-
 lum study, 130-153, 296-303
 Study habits, 166
 Supervision:
 absence of staff, 74-75, 107
 by principals, 190
 helping teachers, 166
 relationship to in-service and
 curriculum study, 38-43, 187,
 319-320

teachers' need of, 29
 Surveys, 170-171, 198, 207
 Swanson, Louis, 193

T

Teachers' associations:
 help in orientation, 268
 in school advancement, 7, 23
 welfare movement, 25-26
 Teachers:
 ability to instruct, 6
 as curriculum assistants, 99-
 100, 156-157, 191
 attitude toward curriculum
 change, 33
 building duties, 166
 competence of, 45, 122-123
 expectations of, 212-213
 need of leadership, 29
 participation in school study,
 49-50
 position in in-service, 45, 138
 position in supervision, 40
 selection for new school, 56-57
 Teacher training:
 certification, 6
 elimination of deficiencies, 315
 graduate study, 16
 provision of extension courses,
 317, 323
 responsibility to grow, 141
 Teaching guides:
 development of, 183, 191
 in San Francisco, 324
 on conferences, 208
 significance of, 73
 Teacher-parent conferences:
 areas of concern, 231-232
 conference techniques, 218-
 219, 236, 246
 discussion topics, 219-225
 evaluation of, 225-226

Teacher-parent conferences

(Cont.):

how parents help, 228-230

how teachers help, 230

letters to parents, 238-239

parents' reactions, 237, 239-245

preparation for, 216, 227-228, 234-235, 246

purposes and values, 232-234

recording the conference, 226, 237

things not to do, 248-249

things to do, 246-248

Television programs, 189

Terminology in study programs, 45, 309

Terre Haute, Indiana, objectives of education, 288

Tests, standardized, 216

Textbook adoptions, 189

Trial-and-error:

in curriculum change, 53

in school operation, 28-29

Tucson, Arizona:

Education Association, 268

orientation program, 268-272

U

Unit plan, 59-60, 183

V

Vincent, Harold S., 262

Visiting Teachers, 213

Vocational education, 185

W

Wanderey, Fred H., 260

Watson, Wayne P., 288

Wenner, Harry W., 155

West Orange, New Jersey, curriculum study program, 154-177

White, W. T., 258

Wiltse, Earle, 303

Workshop, administrative, 72, 323-324

Workshop, provisions for:

in school calendar, 68-69, 209

post-school, 71-72

pre-school, 111

time schedules, 97-98, 181-182, 323

